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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1991

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

SUBCOMMITTEE ON THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES

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PART 5

TESTIMONY OF PUBLIC WITNESSES FOR NATURAL RESOURCES MANAGEMENT PROGRAMS

Printed for the use of the Committee on Appropriations

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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1991

NATURAL RESOURCES PUBLIC WITNESSES

Mr. Dicks [acting chairman]. The committee will come to order.

Our first witness is from the Natural Resources Defense Council, Faith Campbell.

Welcome.

Wednesday, March 7, 1990.

BUREAU OF LAND MANAGEMENT, FISH AND WILDLIFE SERVICE, NATIONAL PARK SERVICE

WITNESS

DR. FAITH T. CAMPBELL, NATURAL RESOURCES DEFENSE COUNCIL

Dr. Campbell. Thank you, Mr. Chairman. I brought the boar's head with me because he illustrates a point.

Mr. Dicks. Good.

Dr. Campbell. He and his relatives are the main threat to the endangered species of Hawaii at this point. This one comes from Hawaii Volcanoes National Park where he was destroying the native forest.

As you and the other members of the subcommittee know, we are losing thousands of species per year to various causes of extinction, primarily in the tropics. The efforts that we are making to date are too little and too late.

This testimony represents our efforts to underline the minimal funding increases that we think are necessary to stop the tide of extinction.

As far as the Fish and Wildlife Service endangered species program is concerned, NRDC is joined in this testimony by the National Audubon Society, the National Wildlife Federation, and Defenders of Wildlife. We seek an immediate increase in funding for the Fish and Wildlife Service's endangered species program, from the current level of $38.6 million, to the full authorized level of $56.5 million. That includes $39.5 for the Fish and Wildlife Service and $17.0 million for the Section 6 program.

The largest proportion of our Nation's endangered species are in Hawaii, Puerto Rico, and the Virgin Islands. However, these islands receive a disproportionately small proportion of funding for endangered species. Hawaii, for example, has about 20 percent of the candidate 1 species but only 1.2 percent of listing funds. Puerto

Rico, with 5 percent of candidate species, receives only 1 percent of listing funds.

These island groups together have about 16 percent of all listed species but receive less than 3 percent of recovery funds.

The National Wildlife Refuge System presents an opportunity for a systematic method of dealing with endangered species. However, funding is still insufficient despite recent increases. NRDC, the Audubon Society, National Wildlife Federation, and Defenders urge this committee to increase spending for the wildlife refuge system to a total of $106.6 million in fiscal year 1991.

Again, we highlight the refuges in Hawaii and the Caribbean where we have asked for an earmarked increase of $2.2 million for the 15 refuges in the Hawaiian complex and $1.097 million for the Caribbean refuges.

We put particular emphasis on Hakalau Forest's national wildlife refuge on the big island of Hawaii, where pigs such as this one, cattle, and invasive exotic plants are destroying the forest that the refuge is intended to protect.

In Puerto Rico, we now have opportunities to acquire vitally important wildlands for protection of 14 endangered or threatened species. Therefore, we have asked for an appropriation of $12.8 million under the land and water conservation fund to purchase the Punta de Ballena and other areas for addition to the Cabo Rojo National Wildlife Refuge and creation of the La Guna Tortuguero National Wildlife Refuge at a cost of $5.2 million.

Our national parks have considerable importance in protecting our endangered species. As many studies have shown recently, active management programs are necessary to ensure those species' survival. Therefore, the groups that have joined this testimony—National Audubon Society, Defenders, and National Parks and Conservation Association—join NRDC in urging the committee to appropriate a total of $177 million for resource management in the national parks throughout the country.

Again, we have highlighted the four parks on tropical islands, three in Hawaii—Hawaii Volcanoes, Haleakala, and Kaloko-Honokohau—where we are asking for a total of $1.665 million in increases for their resource management programs; and in the Virgin Islands, where we're asking for an increase of $670,000.

Mr. DICKS. Thank you for your testimony. We have to go to a full committee meeting. They've called for us to come up immediately because there is a pending vote. I think we should go up there and then come back.

[Recess taken.]

[The prepared statement of Dr. Campbell follows:]

TESTIMONY OF THE NATURAL RESOURCES DEFENSE COUNCIL BEFORE THE HOUSE INTERIOR APPROPRIATIONS COMMITTEE REGARDING CONSERVATION OF BIODIVERSITY AND PROTECTION OF ENDANGERED SPECIES

Submitted by Faith T. Campbell, Ph.D.
March 7, 1990

Each day, the world loses at least one plant or animal species to extinction, primarily due to habitat destruction. Our current efforts to prevent species loss under the Endangered Species Act are too little, too late. This testimony outlines the minimal funding increases that are needed by the Fish and Wildlife Service and other federal land management agencies to carry out an effective protection program.

I. Endangered Species Program

To deal with the backlog of hundreds of species that are "candidates" for listing and to prepare and implement recovery plans for endangered species, **NRDC, National Audubon Society, National Wildlife Federation, and Defenders of Wildlife seek an immediate increase in funding of the Fish and Wildlife Service from the current level of $38.622 to that authorized in the Endangered Species Act of $56.5 million.** We urge that the funding be distributed among the different program activities as follows:

Program Activity	FY90 Actual	FY91 Admin. Request	FY 91 Goal
	(millions of dollars)		
listing	3.483	4.022	5.072
consultation	3.691	3.204	4.204
permits	874	889	989
recovery	10.620	10.666	14.516
research	6.044	6.086	6.336
law enforcement	7.713	8.084	8.384
TOTAL	32.425	32.951	**39.501**
§6 grants	5.676	5.671	17

The largest proportion of our nation's endangered species is found on the tropical islands of Hawaii, Puerto Rico and the U.S. Virgin Islands, but these areas currently receive only a minute fraction of national protection funds. For example, Hawaii has about 20% of the Candidate 1 species, but receives only 1.2% of the funds allocated for listing. Similarly, Puerto Rico, with 5% of the candidates for listing, receives only about 1% of the federal listing funds. **These islands have about 16% of all listed species, but receive less than 3% of recovery funds.**

NRDC, NAS, and NWF therefore urge that **$2 million of our proposed** increase be earmarked for the Fish and Wildlife Service's programs in these three **island groups.** Specifically, we urge the Committee to make the following earmarks:

Hawaii listing program - 1 FTE	$50,000
Hawaii consultation activities - 1 FTE	50,000
Hawaii recovery programs	925,000
Hawaii research	922,300*
Puerto Rico/VI consult. activities - 1 FTE	50,000
Puerto Rico/VI recovery programs	925,000

*The amount is not an increase; instead, we ask Congress to specify that **all** of this amount be directed toward on-site research as opposed to administration expenses incurred by the Patuxent Wildlife Research Center.

The increase for §7 includes $200,000 for consultations on foreign species. Other organizations supporting this statement will speak for additional specific add-ons under the recovery total of $14.516.

II. Operation of National Wildlife Refuges

Our National Wildlife Refuge system represents an opportunity to provide protection for endangered species in an efficient and systematic manner, but this opportunity is being wasted due to neglect of the critical management needs of refuges throughout the country. The Administration has proposed a decrease from the FY90 spending level of $91.8 million to $88.288 million for FY91. **NRDC, NAS, NWF, and Defenders urge this Committee instead to increase the spending for refuge management to a total of $106.6 million for FY91.**

We believe that the operation needs of the 15 refuges in the Hawaiian Islands and the 7 national refuges in the Caribbean should receive the highest priority for these increased funds. **We urge Congress to earmark $2.2 million of the increase toward the operation of the Hawaiian refuge complex, giving the Hawaiian refuges a total of $3.385 million, and to earmark $1.097 million of the increase to bring Caribbean refuge operation expenditures up to a total of $1.4 million.**

Five of the Hawaiian refuges were established primarily for the protection of endangered species. Congress has been generous with acquisition funds for Hawaiian refuges in recent years, but funds are now urgently needed to restore and protect the native habitat provided by these refuges. We urge that the $2.2 million increase be earmarked for the following refuges:

Hakalau NWR, fence construction and management	$550,000

wetland refuges, pond construction and management	$950,000
Leeward Islands complex	$300,000

Control of trespassing cattle, feral pigs, and invasive plants in Hakalau NWR is particularly urgent.

Additional acquisitions are still needed in Puerto Rico. **In order to protect the habitats of 14 endangered or threatened species, NRDC urges the appropriation of $12.8 million under the Land and Water Conservation Fund to purchase Punta de Ballena and other areas for addition to the Cabo Rojo NWR and creation of the Tortuguero NWR at a cost of $5.2 million.**

III. Management of National Parks

Recent studies indicate the need for active management programs to ensure survival of endangered species and other wildlife in our National parks, which often serve as important refuges for species and communities already stressed or eliminated elsewhere. The Administration has requested a small increase in park management funds from the $127.030 million level in FY90 to $131.601 million, but this increase is still insufficient. **NRDC, NAS, Defenders, and National Parks and Conservation Association urge the Committee to appropriate a total of $177 for management of national parks throughout the country.**

Management needs are particularly acute in four parks on tropical islands where the wildlife and flora are threatened by invading non-native animals and plants, and by unregulated human use: the Hawaii Volcanoes, Haleakala, and Kaloko-Honokohau National Parks (all in Hawai'i), and the Virgin Islands National Park. We urge the Committee to earmark increases as follows for each of these parks:

Hawaii Volcanoes	$600,000
Haleakala	465,000
Kaloko-Honokohau	600,000
Virgin Islands	670,000

It is essential that these increases be incorporated into the parks' "base" funding levels, i.e., be made on an explicitly ongoing basis.

Congress can be proud of the role it has already played in enabling the National Park Service to address the problems of invading animals and plants. Research efforts have played a vital role in devising solutions for practical management problems in the Hawaiian parks. **NRDC therefore urges the Committee to appropriate a total of $500,000 for continued support of research efforts at Hawaii Volcanoes and Haleakala National parks. In addition, we support expenditure of $1 million for construction of a biocontrol facility certified for handling disease pathogens.**

IV. Bureau of Land Management Wildlife Program

The Bureau of Land Management (BLM) administers more wildlife habitat than any other federal agency -- over 300 million acres. These lands harbor over 3,000 species of vertebrate wildlife plus an unknown number of plant species. Included are about 156 species listed as endangered or threatened.

BLM's staff and budget are completely inadequate to the task of ensuring that legitimate uses of the public lands do not harm wildlife and plant species and their habitats. The Administration has requested a small increase -- a step in the right direction, but not sufficient to meet the need. The **NRDC, NAS, NWF, and Defenders recommend an appropriation of $34 million for the BLM wildlife program, with an earmark of $10.2 million for listed species.** Funding at this level would allow BLM to hire 60 additional botanists, 67 new T&E biologists, and 50 fisheries biologists. BLM would also greatly increase the number of Habitat Management Plans developed and implemented.

V. International Programs of the National Park Service and Fish and Wildlife Service

Scientists estimate that 17,000 species are becoming extinct each year, primarily as a result of destruction of tropical forests and wetlands. The NPS and FWS should lead American efforts to curb this tide of extinction by offering their practical experience to counterpart agencies in the tropical countries. Such programs are severely hampered by the low level of funds and their restriction to certain geographic areas.

Therefore, the **NRDC recommends increasing funding for the NPS Office of International Affairs from the Administration's proposed level of $484,000 to $1,174,000.**

We recommend that funding for the FWS Office of International Affairs be increased by $250,000.

VI. U.S. Forest Service Habitat Management and Research

The 191 million acres in the national forest system shelter about 170 endangered or threatened species, or about one-third of those so listed. Therefore, **NRDC, NAS, and Defenders** support the Administration's request to increase funding for wildlife management to $84.252 million; and to spend $12 million for listed and candidate species. Furthermore, we **urge the Congress to continue earmarking $1.6 million of this total for sensitive plant species.**

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE, SEA TURTLE REFUGE

WITNESS

DR. PETER C.H. PRITCHARD, CENTER FOR MARINE CONSERVATION

Mr. DICKS. We will come to order. The Center for Marine Conservation, Dr. Peter Pritchard. Dr. Pritchard, we're glad to have you here. We're going to try to stay very close to this five-minute rule that we're on. That's how we operate in the House.

Mr. PRITCHARD. I will do my best.

Mr. DICKS. Good. Go ahead.

Dr. PRITCHARD. I want to talk on behalf of the acquisition appropriation for the Archie Carr Sea Turtle Refuge. I am a sea turtle specialist, and my qualifications are in the statement.

Mr. DICKS. We're glad to have you here.

Mr. PRITCHARD. I came up from Florida yesterday to speak here. I am delighted to be able to talk, not just about a proposed refuge, but about an officially named refuge.

This is also a refuge that officially exists. It is there; I have walked those beaches many times. I am delighted in seeing the place where 25 percent of the loggerhead turtles in the western hemisphere come to lay their eggs. Also, a very substantial proportion of the green turtles nesting in the United States use that same beach.

So here we have a threatened and an endangered species nesting on a beach that has still miraculously survived most of the construction development forces that made so much of the Atlantic coast of Florida unusable for wildlife.

We could take heart from the fact that there is a lot of nesting there and the turtles are in no trouble, but we would be wrong because turtles are stressed. They truly are endangered and threatened.

We have talked a great deal about the incidental capture problem with trollers, and this is being addressed by the National Academy of Sciences at the present time, so we don't need to get into that today.

The important point to realize is that the green turtle, which is endangered, quickly abandons disturbed or illuminated habitat. When people light up the beaches, or they put in street lights, or hotels and condominiums, the green turtle will desert such areas very rapidly. So even if the beach is normally intact, the nesting will be displaced.

The loggerhead is more tolerant but, again, the loggerhead may go on to nest in a beach that has illumination and disturbance, but then the young, when they hatch out will often go the wrong way. They are programmed to go to the brightest light they see when they hatch—it's the first light they see in their lives, and instead of moving towards the dim light of the moon on the sea, may turn right around and head for the street lights and be crushed by cars.

Mr. DICKS. Let me ask you one question. How much of this has to be done by fee acquisition as juxtaposed to an easement?

Dr. **Pritchard**. My feeling, and the feeling of those who have analyzed it, is that the only long-term security will be absolute acquisition of the area. I am not a land-use specialist, and I'm not a lawyer. I am a turtle biologist.

Mr. **Dicks**. Right.

Dr. **Pritchard**. It has been determined also by the State of Florida that money will be needed, unfortunately, quite a lot of money because we measure the price of land in the Atlantic Coast of Florida by the foot rather than by the acre. The total purchase price would be something over $70 million, but Florida, having had a history of allowing uncontrolled development to occur on a selected coast, now is spending increasing sums of money, and committing greater and greater sums of money, to outright acquisition of environmentally endangered lands and is moving on a major commitment of funds for this refuge.

We're not asking the Federal Government to do something that the State has turned down. It is a matter of——

Mr. **Dicks**. It's a joint venture.

Dr. **Pritchard** [continuing]. Both persons being necessary to get this committed.

Our hope is that it will be possible to make something on the order of a $5 million commitment for this fiscal year towards this acquisition, with the momentum of continuing allocations of money in the years to come, so that this land can be purchased.

The loggerhead is only a threatened species, the green is endangered, but the loggerhead has few major nesting grounds outside the southeastern United States. In fact, we can't point to the tropics and say, "There must be a lot there if we have this many in Florida." It is a sub-tropical turtle.

Although there is a tiny island off the end of the Arabian Peninsula where a lot nest, and there are some in Australia, basically this area of Florida is one of the most important in the world for the loggerhead to nest. It is not yet destroyed. There is creeping development. There are some houses there, but it can still be acquired.

I would love to see this happen personally in that Archie Carr was my major professor in college. I knew him for 20 years. He was a very remarkable man. He wrote a number of books which everyone interested in Florida or sea turtles should read. This would be a wonderful memorial to him.

Mr. **Dicks**. Thank you very much. We appreciate your statement. It will be placed in the record. We appreciate your testimony.

Dr. **Pritchard**. Thank you, sir.

Mr. **Dicks**. Thank you.

[The prepared statement of Dr. Peter Pritchard follows:]

COMMENTS OF DR. PETER C. H. PRITCHARD BEFORE THE HOUSE APPROPRIATIONS SUBCOMMITTEE FOR INTERIOR AND RELATED AGENCIES (MARCH 7, 1990) REGARDING THE ARCHIE CARR NATIONAL WILDLIFE REFUGE

I am Dr. Peter Pritchard, Vice President of the Florida Audubon Society. I also served as Co-Chairman of the Southeast Region Sea Turtle Recovery Team, under the joint aegis of Commerce and Interior, and am a member of the Sea Turtle Conservation Committee of the National Academy of Sciences. I am a member of the IUCN Marine Turtle Specialist Group, and I have conducted research and conservation projects on sea turtles in many parts of the Caribbean, the Gulf of Mexico, and the Atlantic and Pacific Oceans. I am speaking today on behalf of the Center for Marine Conservation and the Florida Audubon Society.

It is a pleasure to be able to discuss the Archie Carr Sea Turtle Refuge, not just the "proposed" refuge. The Refuge has been officially named. It certainly also exists physically -- the beaches are real, and I have spent many nights walking the sandy shores of South Brevard County, delighting in the remarkable numbers of sea turtles -- principally loggerheads, but also encouraging numbers of green turtles -- that nest there.

Now we have to ensure that the Refuge has a financial reality and a guaranteed future. The Refuge is a critically important zone for these endangered and threatened turtles -- the most important nesting ground for any sea turtle species on any coast under US jurisdiction, including overseas commonwealths and unincorporated or trust territories.

We could simply take heart from the abundant nesting and conclude that the sea turtles were in no trouble. But we would be wrong. The stress imposed upon the turtles by incidental capture in the course of fisheries operations is a serious, even disastrous, one that has been addressed by the Congress and the National Academy of Sciences, and that I do not need to address further today. Moreover, not only are we losing turtles, we are losing nesting habitat at a prodigious rate. The endangered green turtle quickly abandons disturbed or illuminated nesting habitat. And the loggerhead, although showing a remarkable tolerance for nesting on beaches of less than wilderness status, still cannot nest if beaches have been eroded out of existence, bulwarked, sea-walled, groined, or stripped of any pretence of being wild, natural areas by the permitting of high-rise -- or even low-rise -- construction right on top of the dunes.

And if the turtles are able to overcome these obstacles, lay eggs that are not destroyed by erosion, raccoons, beach-cleaning equipment, or whatever, and produce hatchlings, these hatchlings, orienting to the first light they ever see, are likely as not to wander inland, lured to their death by unnatural inland illumination that overrides the subtle cues of moonlight on the sea to which they have been programmed by eons of evolution.

The beaches in question -- the Archie Carr Refuge, as we can proudly call it -- will only be safe from development, and resulting gradual displacement of the sea turtles, if we obtain them by outright purchase, in the name of the people of the United States of America. Lesser degrees of protection -- conservation easements and so on -- will not provide the required guarantee of protection. The State of Florida, recognizing this, has already announced its committment to the Refuge and has identified funds for this purpose -- a vastly encouraging development, in that Florida has a history of allowing big business and beachfront developers to dictate the course and the future of our shoreline resources.

But the land is expensive; it is prime development land, even though there are many problems -- ranging from erosion to salt water intrusion -- that would make such development a less than wise strategy even if the turtles were not there. So we need to combine all purses, including the Federal one, to buy the property. We can be thankful, perhaps, that the acreage is, actually, quite modest; the land is long in the north-south dimension, but the turtles do not require that it extend a great distrance inland also. I can think of few other cases, except for isolated island species, where the acquisition of such a small amount of land would save such important populations of such large and mobile creatures.

We should note, too, that we cannot dismiss the loggerhead as a "common" species just because it is more abundant than other sea turtles in US waters. It is more abundant here because subtropical waters, such as those of Florida, are its principal habitat, whereas the other species are primarily tropical, with important nesting grounds in the Gulf of Mexico, the Caribbean, and the South Atlantic. Worldwide, the loggerhead has few major nesting grounds apart from the southeastern United States, where nesting reaches a glorious peak in southern Brevard County. A lot nest on a tiny island off the end of the Arabian Peninsula, but this is the only really important nesting ground in the whole Indian Ocean. Some nest in Japan, in South Africa, and in New Caledonia, but not a lot. There are still quite a few in eastern Australia, but the populations there, despite legal protection and a policy of not allowing non-scientists even to visit the nesting beaches, have dropped by 50 percent in a decade and a half, as I have just learned. Even there, there are problems with trawlers.

So the acquisition of the Archie Carr Sea Turtle Refuge lands will not only protect a surprisingly intact section of the beleaguered Atlantic coast of Florida from progressive development and destruction; it will constitute a conservation gesture for sea turtles, not just of regional or even merely western Atlantic significance, but of worldwide import.

On a personal note, I would like to mention too that I knew Archie Carr very well. He was my mentor and major professor at the University of Florida in the 1960's, and I had a constant close contact with him until his death in 1987. He was an inspiration to all those with whom he came into contact, and the anecdotes about his original approach and droll sense of humor will, I am convinced, circulate for decades. Indeed, those aspects of his personality will not be forgotten as long as his books are in print and his students survive. But we need a more formal memorial to this incredible man, and nothing would be more appropriate than the establishment -- and acquisition -- of the Archie Carr Sea Turtle Refuge.

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE, LOWER RIO GRANDE VALLEY NATIONAL WILDLIFE REFUGE

WITNESSES

HON. KIKA de la GARZA, MEMBER OF CONGRESS

MAURIE HAAS, FRONTERA AUDUBON SOCIETY

BENITA TREVINO, STARR COUNTY, TX

Mr. DICKS. I would now like to call on the Chairman of the House Agriculture Committee, Mr. Kika de la Garza. He will present the next witnesses.

Mr. Chairman, we're glad to have you here, and we're sorry we've been delayed somewhat.

Mr. DE LA GARZA. No problem. Thank you very much, Mr. Chairman.

First, thank you and all the members of this subcommittee. We appreciate all you have done for us in the past. Hopefully, that association and your kindness and generosity will continue.

I'm happy to introduce two people at this point for statements, Mr. Chairman, Maurie Haas, from south Texas, and Benito Trevino, also in what we call the lower Rio Grande Valley National Wildlife Corridor.

I might mention just one item, Mr. Chairman, that this corridor is, and can continue to be, a stopover on the migration south of the Swainson hawks that travel from Congressman Dicks' region.

Mr. DICKS. Right, all the way down. They need a place to stop on the way. [Laughter.]

Mr. DE LA GARZA. Also, Ms. Rose Farmer will testify later on another item. I am happy to introduce her to you, and I commend these people as very dedicated, concerned citizens of our area. I would appreciate anything that you may continue to do for them.

Mr. DICKS. Well, Mr. Chairman, we'll do our best to work with you on this.

Go ahead and present your testimony.

Ms. HAAS. My name is Maurie Haas. I have come before you as a wife and a mother, a businesswoman, and the president of Frontera Audubon Society. I am very grateful for this opportunity to speak before you today and to be a part of the legislative process which affects my community.

Congressmen, your decisions in recent years regarding appropriations for the Lower Rio Grande Valley National Wildlife Refuge have helped to work some miracles. Your leadership and your basic good instincts to preserve this country's endangered natural treasures, your generosity in regards to funding for this particularly threatened south Texas refuge has helped to do what no crisis could do—to pull together Federal and State agencies and private citizens into a strong cohesive force.

At the focus of this unique cooperative relationship is the completion of the Lower Rio Grande Valley national wildlife refuge. For 11 years now, appropriations from this committee have resulted in land purchases and cooperative agreements which slowly and acre by acre are forming a protected corridor of native habitat along 200 miles of the Rio Grande River from Falcon Dam to the Gulf of Mexico.

The purpose of this wildlife corridor: to provide a safe and protective haven for the many animal and bird species which either live here, migrate through here, or use the lower Rio Grande Valley for their wintering grounds. In this area, containing 11 distinctly different biotic communities, can be found over 700 vertebrate species and 1,200 different plants, which is the greatest biodiversity to be found anywhere in the United States.

The realization of habitat loss and the efforts to protect this fragile area began very late when less than 5 percent of the native land remained. The desperation of the situation has forged the unusual cooperative relationships of which I have spoken, unique coalitions and plans of actions, which were born out of the realization that if we don't all work together, the wildlife corridor will never be completed.

These efforts include a close working relationship between the U.S. Fish and Wildlife Service and private citizens and conservation groups. Even the Texas Parks and Wildlife Department has accelerated its own land acquisition programs. There are many other efforts going on.

The Valley Chambers of Commerce and business leaders are also beginning to realize that tourism is a major economic factor. Hundreds of birders pull into the valley. A year ago, when a crane hawk, a rare species never before seen in the U.S., landed at Santa Ana National Wildlife Refuge, over $3 million was poured into the local economy by birders.

Mr. DICKS. We're running out of time now, so if you want to let Mr. Trevino speak, we'll put your whole statement in the record. This committee knows a lot about this particular project, but we want to give Mr. Trevino a chance to present part of his views.

Ms. HAAS. Okay.

Mr. DICKS. We should do that.

Mr. TREVINO. My name is Benito Trevino. I'm a rancher and a private landowner from Starr County. I'd like to take this opportunity to express my sincere thanks for the money appropriated in 1990. Just to show the urgency of the programs, the money appropriated for 1990 in December has already been spent on land acquisitions.

There are many willing sellers and many willing buyers, however, a lot of the buyers are not conserving this land for our wildlife. The Federal Government needs to acquire the remaining wilderness and dedicate it to the wildlife.

We are very grateful for the efforts that have been made in the past to protect the land, however, gains have been very slow. In the past 11 years, only 39 percent of the acreage needed has been acquired. At this pace, it will take another 15 to 20 years to complete the project. I can almost guarantee that the land that now exists as wildlife habitat will not be around for anymore than 5 to 10 years.

Mr. DICKS. Let me ask you something. Tell me what the State is doing. Is the State involved in this as well?

Ms. HAAS. The State is acquiring land on its own. They started out mainly acquiring white-winged dove habitat for hunters, but now they are buying non-game units as well, so the State is involved in the land acquisition program.

Mr. DICKS. So it's all in this overall refuge, is that correct?

Ms. HAAS. Right. But most of the money comes from the Federal Government.

Mr. DICKS. Okay. Well, we appreciate your testimony, and we will put your complete statement in the record. We're trying to stay on time, and we're a little late, so I hope you'll understand.

Thank you very much.

Ms. HAAS. Thank you.

[The prepared statements of Ms. Maurie Haas and Mr. Benito Trevino follow:]

STATEMENT BEFORE THE CONGRESS OF THE UNITED STATES HOUSE OF REPRESENTATIVES, COMMITTEE ON APPROPRIATIONS WASHINGTON, D.C.

March 7, 1990

TO: Sub-Committee on Interior and Related Agencies
Sidney R. Yates, Chairman

RE: U.S. Fish & Wildlife Service
LOWER RIO GRANDE VALLEY NATIONAL WILDLIFE REFUGE
Appropriations for FY 1991

WITNESS: Maurie Haas
1707 Orchid Street
McAllen, TX 78501
(512) 686-8028

HONORABLE MEMBERS OF THE COMMITTEE:

My name is Maurie Haas, and I have come here from South Texas as a wife, mother, businesswoman, and president of Frontera Audubon Society. I am very grateful for this opportunity to speak before you and therefore be a participant in the legislative process which affects my community.

Congressmen, your decisions in recent years regarding appropriations for the Lower Rio Grande Valley National Wildlife Refuge (NWR) have helped to work some miracles. Your leadership, your basic good instincts to preserve this country's endangered natural treasures, and your generosity in regards to funding for this particularly threatened South Texas refuge have managed to do what no crisis could have accomplished -- to pull together federal and state agencies and private citizens into a strong cohesive force. At the focus of this unique cooperative relationship is the completion of the Lower Rio Grande Valley NWR. For eleven years now appropriations from this Committee have resulted in land purchases and cooperative agreements which slowly, acre by acre, are forming a protected corridor of native habitat along 200 miles of the Rio Grande from Falcon Dam to the Gulf of Mexico. The purpose of this Wildlife Corridor: to provide a safe and productive haven for the many animal and bird species who either live here, migrate through here, or for whom the Lower Rio Grande Valley is their wintering grounds. In this area containing eleven distinct biotic communities can be found over 700 vertebrate species and 1,200 different plants, the greatest biodiversity to be found anywhere in the United States.

But the realization of habitat loss and the efforts to protect this fragile area began very late, when less than 5% of the native lands remained. The desperation of this situation has forged the unusual cooperative efforts of which I just spoke, unique coalitions and plans of action born out of the realization that if we do not all work together, the Wildlife Corridor will never be completed. These efforts include a close working relationship between U.S. Fish & Wildlife Service and private conservationists regarding land purchases and public education. The state of Texas' Parks and Wildlife Department has accelerated its own land acquisition program, at first targeting for protection mainly white-wing dove habitat, but now extending to non-game areas as well.

The Valley Land Fund was formed by prominent community leaders to seek donations or bequests of private lands for permanent protection. Valley bridge and airport commissions now consider the needs of wildlife and the preservation of native brush in their plans. Cooperative agreements between irrigation districts and conservation groups seek to prevent further habitat loss. And newly developed habitat ordinances within the Valley cities of Brownsville and Weslaco, the first of their kind in the state, allow private citizens to provide wildlife habitat in their own yards. For habitat loss is so severe here that every tiny piece of brush, even in someone's backyard, is crucial to the survival of this fragile environment.

Valley Chambers of Commerce and business leaders are realizing that tourism, and birding in particular, are a major economic factor. Millions of dollars are spent yearly by hunters and sports fishermen in the area. And hundreds of birders, often responding to a Rare Bird Alert telephone hot-line, pour their travel dollars into the local economy. When a Crane Hawk, a species never before seen in the U.S., landed at Santa Ana NWR last year, an estimated $3 million resulted from the inpouring of birders. Valley Chambers now have birders' guides and maps available and they work with conservation groups to educate the public about the values of native habitat for wildlife.

Yet it is the funding that comes from Congress -- from your decisions to protect our nation's valuable wild lands -- which serves as the impetus for this coalition of federal, state and local efforts. Without the money to purchase and protect what little is left, this would be a truly defeating situation. Every day, thousands more acres are bulldozed. Land values are low, and there are many willing sellers, but the land is sold to those who hold the money. It is painful to watch others purchase lands suitable for the Wildlife Corridor only to see them destroy the natural and tourism values, when we, with federal money, would buy these lands and protect them for posterity. In the eleven years since Congressional funding for land acquisition in the Valley began, we have only been able to protect some 42,000 acres of the recommended 107,500 acres in the original refuge plan. More than half of those acres have been acquired in the last 3 years, with increased appropriations.

Congressmen, the area in which I live is home to dozens of plants and animals found no where else in the United States. The area in which I live also serves as a crucial stopover for the migrating Swainson's Hawks from Congressmen Dicks' and AuCoin's Pacific Northwest districts as well as for the magnificent Broadwing Hawks which breed in Congressmen Murtha's and McDade's districts. Every single one of these hawks from east and west depend on the tiny amount of remaining South Texas brushland for their survival during migration. Dozens of our colorful songbirds including the American Redstart, the Scarlet Tanager and the Wood Thrush - birds who raise their young and summer in Congressman Regula's and Chairman Yates' districts in the central part of the U.S. - also depend on the Lower Rio Grande Valley for migration or wintering grounds. Your wildlife, our nation's wildlife, South Texas wildlife, and the wildlife that belongs to future generations everywhere -- all depend on saving what's left of wild places in the Valley.

I have come before you as a wife, mother, and concerned citizen. I do not want to see the beautiful, endangered ocelots and jaguarundis who live in the fragile brush around me disappear from the United States as did the jaguar in the 1950's. On behalf of citizens across South Texas I look to you as leaders, as decision-makers, and as truly powerful legislators. It is your leadership, your decisions, and your power which will ultimately decide the fate of this South Texas refuge. It is crucial to so many, many living resources for their very survival. And precisely because there is so very, very little left, it is essential that what remains be protected now.

Thank you, Honorable Members of this Committee, for what you have accomplished so far. Please continue to work with the people of South Texas so that together we can complete the Lower Rio Grande Valley NWR - the very backbone of the Wildlife Corridor - as soon as possible. In order to do so, accelerated appropriations are desperately needed in the Fiscal Year before you.

Thank you again.

STATEMENT BEFORE THE CONGRESS OF THE UNITED STATES, HOUSE OF REPRESENTATIVES, COMMITTEE ON APPROPRIATIONS, WASHINGTON, D.C.

March 7, 1990

TO: Sub-Committee on Interior & Related Agencies

RE: U.S. Fish & Wildlife Service

LOWER RIO GRANDE VALLEY NATIONAL WILDLIFE REFUGE

Appropriations for FY 1991 $50 to $100 Million

WITNESS: Benito Trevino, Jr.
339 N. Charco Blanco Rd.
Rio Grande City, Texas 7858

HONORABLE MEMBERS OF THE COMMITTEE:

My name is Benito Trevino, Jr.. I am a Rancher and private landowner from Starr County, Texas. I thank you for giving me the opportunity to speak before your committee for the second time.

I wish to take this opportunity to express my sincere thanks for the $8 Million appropriated for FY1990, I also thank you for your generous support and for the commitment you have demonstrated to see that the Lower Rio Grande Valley National Wildlife Refuge is completed in the very near future, before threatened and endangered species of plants and animals are lost forever.

The money appropriated for FY1990 has already been spent. Their are willing sellers and willing buyers but not all buyers are buying to conserve our natural heritage.

The Federal Government needs to acquire the remaining wilderness and dedicate it to wildlife.

We are very grateful for the efforts made in the past for protecting land. however gains have been very slow. It has taken eleven (11) years to secure 39 per cent of the acreage that need to be protected. At this pace it will take another 15 to 20 years, and possibly longer if the price of land keeps going up, to complete the project.
At the present rate of habitat destruction a large portion, if not all, of the remaining unique ecosystems, will be lost in the next 5 to 10 years.

We are running out of time !

This Committee has a record of vision and commitment and gets the job done. In the late 1970's it made sizeable appropriations, from The Land & Water Conservation Fund, to meet the needs of our National Park Service and our U.S. Forest Service.

Make the 1990's the decade when you meet the needs of the U.S. Fish and Wildlife Service. Now is the time to make meaningful appropriations to the **LOWER RIO GRANDE VALLEY NATIONAL WILDLIFE REFUGE.** What a better way to celebrate the 25th Anniversary of the Land and Water Conservation Fund. Now is the time to renew your vision and commitment to present and future generations

We the people of the Lower Rio Grande Valley support you 100 per cent on your commitment to complete LRGV NWR.

You enjoy the support of ***WE THE PEOPLE***, Republicans and Democrats, Farmers and Ranchers, Anglos and Hispanics, residents and tourists, and conservationists for the completion of the Wildlife Corridor. Your willingness to make meaningful appropriations will go a long way to protect indigenous as well as migratory bird and mammal species of national and international importance.

Help us protect a National Treasure for our children and our children's children.

Lets work together and complete the Corridor in the very near future to ensure the survival of threatened and endangered plants and animals species before they are lost forever.

Respectfully submitted,

Benito Treviño Jr.

Benito Treviño, Jr.

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE

WITNESS

CYNTHIA LENHART, NATIONAL AUDUBON SOCIETY

Mr. DICKS. Cynthia Lenhart from the National Audubon Society. Cynthia, we'll put your statement in the record. We'd like you to summarize and try to do it within five minutes if possible.

Ms. LENHART. I appreciate the opportunity to present Audubon's views on the fiscal year 1991 Fish and Wildlife Service budget. Our testimony details funding needs for endangered species, migratory non-game birds, and refuges— three areas which, in our opinion, remain underfunded in the President's budget.

First of all, we support the multi-agency endangered species initiative as outlined by the National Resources Defense Council in their testimony. You will note that we propose a total of $6 million be added to the Fish and Wildlife Service budget for listing, consultation, and recovery. Of that, a full $2 million would go to Hawaii and the Caribbean. We have chosen to focus on those tropical island ecosystems because their needs are immense. They have been stressed to the point that further delay in addressing their problems will lead to system failure. Recognizing this, Audubon recently opened an office in Hawaii, and we're working to establish chapters in the Caribbean.

Second, with regard to migratory non-game birds, we are proposing a total add-on of $1,730,000 for management and research activities. We have said it before, and we'll say it again, "The Fish and Wildlife Service is not meeting its responsibilities with regard to 90 percent of the migratory bird species over which it has jurisdiction."

The President's budget eliminates the more than $1 million in add-ons that this committee provided last year. Our proposal would restore these cuts and provide the Service with a modest increase over fiscal year 1990 levels to make some headway in addressing the decline of many species before they reach endangered status.

With regard to refuges, we have proposed the usual substantial increases for general operations and maintenance. We have made the case for those increases year after year, and I will not take your time now to do so again.

I would like to address, however, the critical issue of refuge water supply and its ramifications for the Fish and Wildlife Service budget now and in the future. The present crisis at Stillwater Refuge in Nevada is merely the tip of the iceberg. Refuges throughout the west, especially in the central valley, are in trouble. The Service must get its act together before contamination becomes the norm. Refuge water rights must be secured, water needs determined, additional water acquired, and delivery systems rehabilitated to increased efficiencies.

We understand that regions 1, 2, and 6 are currently putting together a budget to support these activities, and we urge the committee to consider funding that proposal as soon as possible.

In the meantime, region 1, with its magnitude of problems, has already identified $560,000 in additional refuge operation funds to meet critical water needs in fiscal year 1991.

The specifics of this proposal are detailed in our testimony. We have also requested that a total of $4 million be provided for water rights purchase at Stillwater.

Finally, Mr. Chairman, a couple of comments regarding the America the Beautiful initiative. First, it serves to muddy the already cloudy waters of the budget process. Secondly, we are greatly disappointed that a trust fund-type program for land acquisition was not included. Slick packaging to the contrary, the refuge acquisition account is reduced by 20 percent. We are sure the committee will address this problem, and we'll be happy to provide you with a list of our top priorities for 1991.

Mr. DICKS. Good. Thank you very much. That is a good statement, Cynthia, and we'll put it in the record. We appreciate your help here.

[The prepared statement of Ms. Cynthia Lenhart follows:]

National Audubon Society

NATIONAL CAPITAL OFFICE 801 PENNSYLVANIA AVENUE, S.E. WASHINGTON, D.C. 20003 (202) 547-9009

Testimony of Cynthia Lenhart, National Audubon Society Before the Subcommittee on Interior and Related Agencies Committee on Appropriations, U.S. House of Representatives

March 7, 1990

Mr. Chairman, I am Cynthia Lenhart, Wildlife Policy Specialist for the National Audubon Society. I appreciate the opportunity to present Audubon's views on the FY 91 Fish and Wildlife Service budget. Our testimony details funding needs for endangered species, migratory nongame birds, and refuges -- three areas which, in our opinion, remain underfunded in the President's budget.

First of all, we support the multi-agency endangered species initiative as outlined by the Natural Resources Defense Council in their testimony. You will note that we propose a total of $6 million be added to the Fish and Wildlife Service budget for listing, consultation, and recovery. Of that, a full $2 million would go to Hawaii and the Caribbean. We have chosen to focus on those tropical island ecosystems because their needs are immense. They have been stressed to the point that further delay in addressing their problems will lead to system failure. Recognizing this, Audubon recently opened an office in Hawaii, and we are working to establish chapters in the Caribbean.

Secondly, with regard to migratory nongame birds, we are proposing a total add-on of $1,730,000 for management and research activities. We have said it before, and we will say it again: The Fish and Wildlife Service is not meeting its responsibilities with regard to 90 percent of the migratory bird species over which it has jurisdiction. The President's budget eliminates the over $1 million in add-ons that this Committee provided last year. Our proposal would restore these cuts and provide the Service with a modest increase over FY 90 levels to make some headway in addressing the decline of many species before they reach endangered status.

With regard to refuges, we have proposed the usual substantial increases for general operations and maintenance. We have made the case for those increases year after year and I will not take your time now to do so again. I would like to address, however, the critical issue of refuge water supply and its ramifications for the Fish and Wildlife Service budget now and in the future. The present crisis at Stillwater refuge in Nevada is merely the tip of the iceberg. Refuges throughout the West, especially in the Central Valley, are in trouble. The Service must get its act together before contamination becomes the norm. Refuge water rights must be secured.

water needs determined and additional water acquired, delivery systems rehabilitated to increase efficiencies. We understand that Regions 1, 2, and 6 are currently putting together a budget to support these activities, and we urge the Committee to consider funding that proposal as soon as possible. In the meantime, Region 1, with its magnitude of problems, has already identified $560,000 in additional refuge operations funds to meet critical water needs in FY 91. The specifics of this proposal are detailed in our testimony. We have also requested that a total of $4 million be provided for water rights purchase at Stillwater.

Finally, Mr. Chairman, a couple of comments regarding the "America the Beautiful" initiative. One, it serves to muddy the already cloudy waters of the budget process. Two, we are greatly disappointed that a trust-fund type program for land acquisition was not included. Slick packaging to the contrary, the refuge acquisition account is reduced by 20 percent. We are sure the Committee will address this problem, and will be happy to provide you with a list of Audubon's top priorities for FY 91.

RESOURCE MANAGEMENT

Fish & Wildlife Enhancement

Endangered Species: Total = +$6,000,000

Listing: +$1,050,000

to support 1 FTE for Hawaii ($50,000) and to increase FWS listing capabilities nationwide ($1 million). The President's budget will permit FWS to list just 50 of the estimated 3,600 candidate 1 and 2 species that need attention. Hawaii, with 30 percent of those species, presently has less than one listing biologist FTE. No Hawaiian plants or animals have been listed since 1986.

Consultation: +$1,000,000

to support 1 FTE each for Hawaii and the Caribbean (Puerto Rico and the Virgin Islands) ($100,000), to increase FWS consultation capabilities nationwide ($700,000), and to support 2 FTEs in Washington DC office for consultations on foreign species ($200,000).

Permits: +$100,000

to hire 2 FTEs to analyze CITES data and trade patterns.

Recovery: +$3,850,000

to provide Hawaii and the Caribbean with an additional $925,000 each, and to increase nationwide recovery funding by $2 million. Ten percent of the total number of U.S. listed endangered/threatened species are native to Hawaii. There are no recovery teams for Hawaiian species; plans for just 31 species have been written; most of the identified priority recovery tasks have not been implemented. Hawaii can claim 70 percent of the total number of extinctions to date in the U.S.

Grants to States

Section 6 grants have a separate authorization of five percent of the wildlife and sport fish restoration funds, which should provide an estimated $17 million in FY 1991. We request full funding of this program.

Refuges and Wildlife

Refuge Operations and Maintenance: +$28,860,000

Operations: +$18,300,000

to provide approximately $75,000 to each of the estimated 200 refuges that have special programs related to endangered/threatened species, for habitat management and other essential projects ($15 million); and to increase funding for the 14 Hawaiian/Pacific Islands refuges by $2.2 million and for the seven refuges in Puerto Rico by $1.1 million.

Refuge Water: +$560,000

for FWS Region 1 refuges: to secure existing water rights ($270,000); to fully meet FY 91 water delivery costs in California ($40,000); and to build an internal water delivery system at Merced NWR ($250,000).

Maintenance: +$10,000,000

to help address the documented maintenance backlog of $234 million.

Migratory Bird Management

Nongame: +$860,000

to implement Section 13(a)(1) of the Fish and Wildlife Conservation Act, which requires FWS to monitor populations of all species and subspecies of migratory nongame birds. Current monitoring projects are inadequate to meet this requirement. An add-on of $860,000 would allow FWS to:

- evaluate all existing data bases and identify those species currently not well monitored ($150,000);

- publish an analysis of bird population trends based on 25 years of data from the Breeding Bird Survey (BBS) ($25,000);

- update the colonial waterbirds survey on the Northeast Atlantic coast, last conducted in 1977 ($50,000);

- survey shorebirds at national wildlife refuges nominated for possible inclusion in the Western Hemisphere Shorebird Reserve Network ($25,000);

- develop a network of raptor monitoring sites in the West, similar to that in the East ($20,000);

- restructure the bird banding program, according to recommendations made in an FY 90 workshop, to increase the amount of data received from the effort ($100,000);

- hire seven "avian diversity coordinators " (GS-12 biologists) one for each regional office, to provide leadership and coordination of international, federal, state, and private efforts to conserve migratory nongame birds ($490,000).

Research & Development

Fish and Wildlife Research Center O&M

Wildlife Research

Nongame Migratory Bird Studies: +$870,000

In 1988 Congress amended the Fish and Wildlife Conservation Act to provide impetus to research and management of migratory nongame birds, which have long been neglected by FWS. The three requirements of the so-called **"Mitchell amendment"** are summarized below accompanied by specific research projects proposed for FY 91.

(1) to monitor bird populations. In general, FWS must develop better techniques to do this, particularly with regard to the:

- status of marsh birds and owls ($50,000);
- influence of climate change on bird population distribution ($50,000);
- changes in bird populations due to remote, broad-scale conditions such as acid rain and tropical deforestation ($115,000).

(2) to identify the effects of environmental changes and human activities on migratory nongame birds.

- forest fragmentation and timber management ($155,000):
- shorebird use of Cheyenne Bottoms, an internationally significant wetland in Kansas with severe water supply problems ($100,000);
- factors affecting waterbird use of Atlantic coastal wetlands ($50,000);
- habitat change in the Gulf Coast region ($25,000);
- winter habitat fragmentation and land use in the Southeast ($100,000);
- marginal forest habitat for winter migrants in Mexico ($50,000).

(3) to identify species, subspecies, and populations of migratory nongame birds that, without additional conservation actions, are likely to become candidates for listing.

- Alaskan species, including the bristle-thighed curlew (newly listed as a candidate 2 species), and the marbled murrelet, and surfbird, both of which were likely affected by the Exxon Valdez oil spill ($150,000).

Cooperative Research Units: +$150,000

to expand the current fishery unit at University of Hawaii to a combined fish and wildlife unit. Such action will help meet the need for more wildlife conservation professionals trained in Hawaii, and the need for more research in order for them to manage Hawaii's unique ecosystems.

CONSTRUCTION AND ANADROMOUS FISH

Construction and Rehabilitation

Wildlife Refuges: +$4,000,000

to purchase water rights for Stillwater Wildlife Management Area in Nevada. This amount includes the $2 million provided in the President's budget under Refuge Operations; we suggest appropriating the total amount here, so that the funds need not be obligated in FY 91. An estimated total of $50 million is needed to secure enough good quality water for the Lahontan Valley wetland ecosystem to survive. The longer it takes to purchase those water rights, the more expensive the project will be.

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE

WITNESSES

JOHN FITZGERALD, COUNSEL, DEFENDERS OF WILDLIFE

KATHRYN TOLLERTON, ACTING CONSERVATION DIRECTOR, DEFENDERS OF WILDLIFE

Mr. DICKS. Defenders of Wildlife, Kathryn Tollerton and John Fitzgerald. Welcome.

Ms. TOLLERTON. We're going to reverse positions this year, Mr. Chairman, and John Fitzgerald will go first.

Mr. FITZGERALD. I'd like to bring your attention to the fact that this subcommittee has an opportunity to institute a program that may do more to protect endangered and threatened wildlife, not only here but throughout the world, than any other program. That is the program to enforce the consultation process to make sure that U.S. agency actions do not jeopardize endangered species overseas.

The Court has now found that this is required. That Order has been delayed or stayed on appeal, but the agency has authority to implement the program to make sure that programs such as the spraying of $20 million worth of DDT throughout the rain forest in Brazil, the building of private developments subsidized by AID funds that harm sea turtles in exactly the way Dr. Pritchard described, or various other projects around the world do not go forth in such a way as to jeopardize populations that the Fish and Wildlife Service has determined to be endangered.

In other areas of concern, we recommend that the listing program include a candidate monitoring program that more fully meets the requirements that Congress laid out in the amendments of 1988. The proposed program is insufficient.

Second, we propose that section 5(a), the wildlife conservation plan, as required in the Endangered Species Act, as promised in the Fish and Wildlife Service's budget justification document, actually be funded and directed. There is some indication they may not proceed with that unless they're given specific funds to do so.

The African elephant conservation fund deserves full funding, but I do think that you ought to work that out, as you have in the past, with the Foreign Operations Subcommittee.

Concerning both research and recovery, both programs need significant increases. I'll use the wolf as an example. The recovery of the wolf has been subject to considerable delays. The recovery plan is quite clear in the west. The Mexican wolf needs a great deal of help, and I think that the Congress really owes it to that predator to urge the Service to go ahead.

Mr. DICKS. You're talking about the wolf; you're not talking about the red wolf now?

Mr. FITZGERALD. I'm talking about the red, the Mexican, and the western grey wolf. All of them have been somewhat underfunded. The red wolf has made significant progress. The Mexican wolf has been forgotten entirely, whereas the grey wolf in the west has been hung up to a certain extent. We think this committee ought to continue to provide funds for EIS to clarify what can be done and not done and then proceed with the recovery.

Finally, we think that the non-game migratory bird programs, as required in the Mitchell amendment, should be developed and fully implemented. The Park Service also needs funds to go along with that wolf recovery program.

Those are the highlights. The rest are in the testimony.

Mr. DICKS. All right. Kathryn.

Ms. TOLLERTON. Thank you, Mr. Chairman, and thanks also to the committee for its strong support particularly for refuge land acquisition in the fiscal year 1990 Interior Appropriations Law.

Defenders emphasizes in the Fish and Wildlife Service budget refuge land acquisition. This year, we're also talking about the needs for greater committee attention to the refuge water problems and also to the agency's work under the Superfund legislative requirements.

First, under refuge land acquisition, our organization's top priority continues to be the Sacramento River refuge in the area between Calusa and Red Bluff in northern California.

We have a number of other refuge acquisitions that we think are very important, too, but we urge the committee's attention to that. We appreciate very much the funding that has been provided over the last two to three years for that project.

We support full funding of the National Wildlife Refuge Fund. We are very concerned about this because, with each year, we continue to get more reports that counties think that—or become reluctant to agree to further refuge acquisitions by the Federal Government unless they are sure that they are going to get the 100 percent payment in lieu of taxes.

We support the increase that other organizations have requested for the refuge program to help the agency meet its threatened and endangered species problems on the approximately 250 refuges where those species are found.

In terms of refuge water problems in California, I have for both of you a copy of the magazine marked with the article that we had last year which I think very dramatically and graphically supports our case for increased money for, and also increased committee attention to, the water problems in the Central Valley of California but also in other water-scarce states in that area like Nevada and in Oregon.

The thing that is most expensive in those refuge water areas is the delivery. The irrigation companies and the other water delivery organizations can sometimes charge as much as $10 an acre foot for bringing water into the refuges. As you know, the wetlands in those areas along the really important Pacific Flyway are pretty water-scarce to begin with. There is an estimate within the agency that over the last four years just water costs—again, primarily delivery of water, has increased roughly four times.

We think that the committee ought to give attention to and ask the agency to provide it with some more specifics on the water delivery problems and to show also how those water delivery costs and other water costs have eaten into the other operations and maintenance money that they have been provided.

We would urge the committee to make an appropriate recommendation for increase on a couple of other specifics in that area.

Mr. DICKS. Has there been mitigation by these various irrigation——

Ms. TOLLERTON. I'm not in a position to answer that. I would be glad to provide more for the record. I can tell you that some of the refuges were mitigation refuges to begin with. In fact, what I'm about to address next is an issue on the Merced refuge where we are asking for $250,000 to build a water delivery system within the refuge. This is the result of a recent court decision in the State. The finding was that a local irrigation company was supposed to be providing at least 15 acre feet of water a year to the refuge. They are now required under the court order to do it. It's not a delivery structure in place on the refuge, and this is needed. We would urge the committee to take this up with the agency.

In addition to that, we also understand that there is a need now, because of the growing water scarcity in the western states, for a more full and integrated water rights program. There is a need both for quantifying and protecting water rights. Also, in some cases, particularly where fish hatcheries are downstream from other water users, there is a need to model the water rights. This is an area where I think all three of the western regions of the agency, that is region 1, region 2, and region 6, need to receive funding and have an integrated plan for working on these important issues.

Again, we would recommend that the committee talk with the agency about these problems.

Finally, we support strongly the appropriation of $4 million for Stillwater refuge water rights. We are a member of the Lahattan Valley Wetlands Coalition and feel that this would be important.

Very quickly, in the Division of Environmental Contaminants we'd also like to bring an issue to your attention. We hope the committee will give consideration to the need for an increase here. We are recommending $10 million for resource damage assessment responsibilities under section 301 of Superfund.

It is my understanding that the agency has received very little money for this work. In fact, often it is biologists and other staff people who are doing this on a part-time basis when they have other full-time positions. In the Great Lakes alone, in places like Saginaw Bay, along the Fox River in Wisconsin, Wakegan Harbor, there is approximately $10 million worth of work that the agency ought to be doing. Apparently, again, the fisheries particularly in the Great Lakes are at risk if the agency isn't able to carry out its responsibilities.

Finally, I'd like to discuss land acquisition under the Bureau of Land Management. Our particular concern here is land for the desert tortoise. I would also highlight an additional $5 million that we have asked for to implement a plan that BLM has just developed to go beyond the two desert tortoise areas in the two deserts, Mojave and Sinora, to acquire what is called category 1 desert tortoise land outside of these areas.

We feel the BLM riparian work is very important, too, and we have made a recommendation there.

Thank you very much.

Mr. DICKS. All right. Thank you. We appreciate your statement.

[The prepared statements of Mr. John Fitzgerald and Ms. Kathryn Tollerton follow:]

TESTIMONY OF DEFENDERS OF WILDLIFE ON ENDANGERED WILDLIFE AND RELATED PROGRAMS OF THE U.S. FISH AND WILDLIFE SERVICE, BUREAU OF LAND MANAGEMENT, NATIONAL PARK SERVICE, AND FOREST SERVICE BEFORE THE SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES COMMITTEE ON APPROPRIATIONS UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 7, 1990

Mr. Chairman, I am John Fitzgerald, Counsel for Wildlife Policy at Defenders of Wildlife. I appreciate the opportunity to testify. In October, 1988, the President signed the bill amending and reauthorizing appropriations for the Endangered Species Act, now Public Law 100-478. In passing that law, the Congress recognized several concerns expressed in recent years by this subcommittee and its counterpart in the other body. For example, you have time and again restored funds for cooperative work with the states, and now the Congress has authorized an annual figure of over three times the amount that has been appropriated in the past.

To offset the increases we recommend, the subcommittee may want to incorporate suggestions for several billion dollars of potential savings and revenue in the natural resource and energy functions identified nearly four years ago by Defenders and six other groups in a publication entitled "The Environmental Solution to the Deficit Dilemma."

U.S. FISH AND WILDLIFE SERVICE: This Subcommittee has an opportunity to establish a program, for a very small investment, that will do more to prevent extinction worldwide than perhaps any other single step we can take as a nation. No other agency has the authority let alone the duty to review and make enforceable recommendations based on specific legal and biological standards concerning the effects of U.S. agency actions on endangered species overseas. The development of internal, informal and unenforceable review procedures including a form of environmental impact assessment in some agencies has not ensured responsible decisions. But it has helped by making the addition of an endangered species component easier. The system we recommend under Consultation below, is endorsed by several other groups in a joint statement submitted today by NRDC. It would ensure that current U.S. agency proposals, for example, to spread $20 million worth of DDT in the Amazon rainforest, or to build the world's largest dam in China, or a major broadcast facility in Israel's major migratory bird flyway and near her nature reserves will not jeopardize species that our own experts have listed as endangered.

We support the appropriation of the full amount authorized for the Fish and Wildlife Service endangered and non-game wildlife programs with specific division and instructions to include the following:

Listing: We recommend a total of 5.072 (million) and 9 more FTE's for a total of 71. From that total, for the candidate monitoring program now required in law, we recommend at least $750,000 to improve the program described in the justification document (47) which will not effectively monitor these species. In addition to seeking better information on these candidates as a class, the program should include development of listing indicator or "significant risk" benchmarks for all candidates and proposed species. This program and that to be developed under Section 5(a) of the ESA, (59). The prelisting activity budget should also include $400,000 to begin the Endangered Species Act Section 5(a) wildlife conservation plan and program as promised (59), and coordinated with consultation and recovery. These should also be coordinated with the consulation and conferral processes and with the preparation of that cluster of efforts known as "watchable wildlife/non-game/biological or natural diversity conservation". Candidate species most in need of listing and intensive monitoring pending listing in the Louisiana Black Bear (the original Teddy Bear spared by Teddy Roosevelt), the Sonoran population of the desert tortoise, and the Western yellow-billed cuckoo. The Service should be encouraged to emphasize the listing of candidates in taxonomic and/or geographic groups as they plan to do this year.

Consultation: A total of at least $4,204,000. The Service should be instructed to restore the full geographic and biological scope of protection provided under consultation. The Interior subcommittees of both Houses have been joined by the Foreign Operations subcommittees in expressing concern about agency failure to provide for consultation concerning U.S. agency actions that may affect listed species overseas. In Defenders et al. v. Hodel, 707 F. Supp. 1082 (D.Minn. 1989), a federal court has now ordered the consultations that the Subcommittees recommended (stayed pending appeal). Even without an such order they are clearly authorized and advisable. Therefore, we recommend an enhancement of at least $200,000 and 3 more FTE's for foreign species consultation. Furthermore, the Service should devote at least $200,000 specifically to working with other agencies to develop the programs required by Section 7(a)(1) to aid species' recovery. $500,000 should be devoted to the program for pesticides unless EPA can be made to reimburse the FWS from their greater funds available. Let me note here that we hope and expect that the Congress will reverse provisions that overrode the protection of ESA, NEPA and NFMA for the spotted owl and the Mt. Graham Red Squirrel, and resist any effort to repeat those or expand such legislation to include other species or habitat.

Recovery: A total of $14,516,000. The Service should be instructed to implement its priority system with available funds not yet earmarked and in cooperative agreements with other entities. It is clear that the Service would avoid recovery and other work for more controversial species such as wolves, grizzlies, and even ferrets and sea turtles were it not for Congressional leadership. Recovery plans should eventually be developed for all listed species, including those such as elephants and rhinos to guide our actions and assist in cooperative international efforts, as the Act requires unless a specific finding as required by the act is made. [See, Fitzgerald, "The 1988 Recovery Amendment:...", Endangered Species 7 UPDATE 1&2, 11-12/89, U. Mich. School of Nat. Res.)

For red wolves: an $500,000 enhancement beyond the FY91 request. The Mexican wolf may be the wolf now nearest to extinction with roughly forty known to exist, all in captivity. Despite this small population size, breeding has been suppressed because of lack of funds to maintain the captive population. Region 2 requires an enhancement of $230,000 for public education and captive breeding. The gray wolf recovery work by the Fish and Wildlife Service and the personnel involved should be continued in both the Great Lakes Region and the northern Rockies by earmarking $410,000 and $500,000 respectively, the latter for publication of an EIS and full implementation of the recovery plan. An additional $30,000 should be provided for surveys and monitoring of wolf activity in the northern Cascades through Region One.

The Service will require $500,000 to continue black-footed ferret recovery work and to begin reintroduction into the wild.

Law Enforcement: A total of $8,384,000 and additional FTE's including a CITES liaison person and two on Guam for the protection of bats and other species. The Law Enforcement program should be directed to more aggressively prevent and pursue the taking of listed species through habitat destruction and, as trustee, pursue the collection of (natural resource) damages for harm done to endangered wildlife under applicable federal and state law. Law Enforcement should also spend at least $100,000 to develop and distribute information concerning the new amendment extending federal protection for listed plants on federal and non-federal land.

Research and Development/International: A total of 6,336,000. The research budget should not be cut, particularly not for wolves, as noted above, unless those funds and positions are secured under recovery. The FWS persists in planning cuts for its most reliable wolf/prey research program that is essential to wolf recovery. Research personnel should assist in foreign species consultation.

Grants to States: The full amount authorized under the new amendment to section 6 of the ESA -- according to the FWS -- (499) is 48.142 million. We recommend appropriating $17 this year and the accruing amount plus the interest (est. $3) on the trust annually thereafter, &/or permitting the obligation of funds within the trust for future outlays.

African Elephant Conservation: Pursuant to the 1988 African Elephant Conservation Act, the full $5 million authorized for FY90 should be appropriated. All but $500,000 should be deposited in the Conservation Fund. We encourage the Committee to continue to see that most of this is appropriated from the Foreign Operations Budget with FWS given sufficient funds for consultation and control. The Service should also actively pursue other conservation assistance such as contributions or loans of equipment and personnel from other developed nations.

The Cooperative Research Program should be provided $1 million for its gap analysis program for Utah, Nevada, Washington, and California. This and the FWCA elements below should be coordinated with the biodiversity and Section 5(a) programs.

Watchable Wildlife: In addition to other "watchable wildlife" work, amounts up to $5 million under the Fish and Wildlife Conservation Act, $1 million should be provided for full implementation of the Mitchell Amendment thereto for the conservation of migratory non-game birds by developing and applying a comprehensive strategy.

BUREAU OF LAND MANAGEMENT

A total for wildlife of $34 million with 10.2 for listed wildlife. $100,000 should be provided for a desert tortoise conservation grazing ban and exclosure on the beaver dam slope, immediate reductions in activity inconsistent with tortoise recovery should also be directed; $100,000 is needed for coordinating work with the Fish and Wildlife Service on the development of the candidate monitoring program and the Endangered Species Act Section 5(a) wildlife and habitat management program described above. Additional funds might be provided from an increase in grazing fees to fair market levels.

NATIONAL PARK SERVICE

Yellowstone and Glacier National Parks should continue work to implement the Rocky Mountain Wolf Recovery Plan with enhancements of $300,000 and $180,000 respectively. With these funds, Yellowstone Park should complete the Environmental Impact Statement process for wolf restoration and proceed with the restoration as more fully developed in the process of completing the EIS. $200,000 should also be provided to the Park Service to assist the Fish and Wildlife Service in candidate monitoring and developing the ESA Section 5(a) wildlife program. The Everglades should receive special attention in light of water quality and quantity problems.

FOREST SERVICE

Wildlife and Fisheries Habitat Management funds should be enhanced at least as much as outlined in the Administration request and include $800,000 for wolf recovery in the Great Lakes and Rocky Mountain regions; better assessment and control of consumptive and other uses that conflict with recovery generally; $300,000 for each region and $300,000 for the Washington office to implement the Endangered Species Act requirements in each element of the Services' program outside of the wildlife T&E program. A quarter of any funds saved through reductions in below cost sales and road building in roadless areas should be used for wildlife conservation and another quarter for assisting in reorienting employment in areas affected by such reductions. The Service should more aggressively implement a program for listed species conservation and recovery developed over the last two years by an interdisciplinary team.

Research: should include $200,000 to begin mapping and other elements of the Section 5(a) program described under FWS above and predator research should continue at levels at least equal to last year's funding.

Thank you, Mr. Chairman, that concludes my testimony.

Defenders
OF WILDLIFE

TESTIMONY OF KATHRYN TOLLERTON, ACTING CONSERVATION DIRECTOR
DEFENDERS OF WILDLIFE
BEFORE THE SUBCOMMITTEE ON INTERIOR APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES
MARCH 7, 1990

Mr. Chairman and Members of the Subcommittee:

I am Kathryn Tollerton, Acting Conservation Director at Defenders of Wildlife. On behalf of the 80,000 members of Defenders, I want to thank you for the opportunity to provide testimony on the budgets of the U.S. Fish and Wildlife Service (FWS), the Bureau of Land Management (BLM), and the Forest Service for Fiscal Year (FY) 1991.

In addition, Mr. Chairman, we thank you and your Committee for action taken in the FY90 Interior Appropriations Bill, including the very generous funding for refuge land acquisition.

Summary

For the Fish and Wildlife Service, Defenders is emphasizing $41.5 million for refuge land acquisition under the Land and Water Conservation Fund (LWCF), requesting full funding for the National Wildlife Refuge Fund, $106 million for refuge operations, and increases for Western water projects, and a $10 million budget request for the FWS Environmental Contaminants Division. For the Land Management we are requesting $3.5 million in land acquisition, $1.1 million for the Oregon/Washington Riparian Management Plan, a $1.5 million enhancement for riparian habitat work. For the Forest Service we are requesting acquisitions for additions to Florida and Northwest forests.

U.S. FISH AND WILDLIFE SERVICE

The Land and Water Conservation Fund

Defenders has joined with other environmental organizations in developing THE LAND AND WATER CONSERVATION FUND: THE CONSERVATION ALTERNATIVE FOR FISCAL YEAR 1991. Within the recommendations of this year's CONSERVATION ALTERNATIVE, Defenders is emphasizing $41.5 million for refuge land acquisition. The request at the top of our priority list is $5 million to continue purchase of riparian corridor lands for the Sacramento River National Wildlife Refuge (NWR), CA. Our other top priority requests are: $1.0 million for Oregon Islands NWR, OR, to purchase the tract at Coquille Point that has an important sea lion haulout; $15 million to buy additional habitat for the endangered ocelot and jaguarundi in the Lower Rio Grande Valley NWR, TX; $8.5 million to initiate the purchase of the 321,700-acre Gray

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Ranch at that site in the Animas Mountains of New Mexico, an area of diverse habitats of international significance; $6.5 million to speed up habitat acquisition for the endangered key deer at the National Key Deer NWR, FL; $3.0 million to continue purchase of fast dwindling wetlands for Rachel Carson NWR, ME; $2.5 million for Great Meadows NWR, MA, to buy land necessary to consolide refuge ownership in this important wetland habitat for migratory birds; and $2 million to continue acquisition of the riparian ecosystem at the Cache River NWR (Cypress Creek) IL.

We understand that the Land and Water Conservation Fund account in the U.S. Treasury has more than $7 billion. We urge you to appropriate funds from this account for refuge acquisition in FY91.

National Willdife Refuge Fund

Defenders is requesting that the National Wildlife Refuge Fund be 100% percent funded. We understand that full funding would be $13.3 million in FY91. We appreciate the Administration's request of $9 million in direct appropriations, but think full funding is needed to ensure continued local and county support for refuge land acquisition.

Refuge Operations

Defenders supports the testimony of the Natural Resources Defense Council to provide to increase the refuge operations budget to $106 million in order that the refuges can meet their responsibilities to recover endangered and threatened species on the approximately 250 refuges they inhabit.

Refuge Water Issues

Defenders has become increasingly concerned about the scarcity of water on refuges in the Western states and has joined with other conservation organizations to educate the public to the impact of scarce water on fish, wildlife and plants on the refuges. The article entitled " More Water for Wildlife?" in the July/August 1989 issue of DEFENDERS graphically illustrates this problem in California's Central Valley. (The article is attached to my testimony.)

Refuge water purchase and delivery costs in the California Central Valley Refuges, and in Nevada and Oregon have more than doubled in recent years. Water delivery charges comprise the major portion of this cost. but there has been no increase in funds to pay for them. These refuges supply critically needed habitat for migratory birds in the Pacific Flyway and are vital wintering and breeding grounds for many species of raptors, marsh and waterbirds. As a member of the California Central Valley Habitat Joint Venture under the North American Waterfowl Management Plan, Defenders urges the committee to review the FWS recommendation for water costs and to increase it as needed to meet the increased water costs. (Other Members of the joint venture are: California Department of Fish and Game, California Waterfowl Association, Ducks Unlimited, National Audubon Society, The Nature Conservancy, the U.S. Fish and Wildlife Service, and the Waterfowl Habitat Owners Alliance.)

Defenders also recommends $4 million, $2 million above the Administration budget, to purchase water rights for the Stillwater NWR, NV. We request that the water rights acquisition item be included in the Construction and Anadromous Fish Account as it was handled in FY90, so that at the end of the fiscal year the money remains available.

In addition, $250,000 is needed to build an internal water delivery system at Merced NWR. A recent court ruling provides for 15,000 acre feet of water annually, but the refuge has no delivery system for the water.

Finally, the committee needs to review the Administration's request for water rights. All three Western Regions of FWS need funding for water rights quantification and protection and modeling of water rights. We urge the committee to provide this funding for all three regions.

Division of Environmental Contaminants

We recommend a $10 million increase in the FWS budget for resource damage assessment responsibilities. Under Section 301 of Superfund the Fish and Wildlife Service has the responsibility for natural resource damage assessments. Very little funding has been provided for this work. Nationwide the agency has a reponsibility for natural resource damage assessment work that exceeds $20 million. In the Great Lakes region alone, approximately $10 million is needed to measure the extent of contamination in fish and wildlife resources, conduct necessary economic analyses, and develop appropriate restoration plans. We recommend that the committee revgiew the agency's assessment of its reponsibilities under the Superfund law in deciding how this increase should be allocated. Failure to provide it puts a tremendous amount of our nation's fish and wildlife at risk.

BUREAU OF LAND MANAGEMENT

Land Acquisition

Defenders supports the BLM land acquisitions proposed in THE LAND AND WATER CONSERVATION FUND: THE CONSERVATION ALTERNATIVE. We are emphasizing our request for $0.7 million to purchase desert tortoise habitat in the Chuckwalla Bench Area of Critical Environmental Concern (ACEC), CA that supports the highest density desert tortoise population in the Sonoran Desert, $0.3 million for the Desert Tortoise Natural Area, CA to protect the tortoise from development in the highest density of desert tortoise population in the Mojave Desert; amd $.5 million to initate the BLM's plan for acquisition of category 1 desert tortoise land outside the Desert Tortoise Natural Area, and $2 million to purchase valuable coastal habitat for endangered species near Coos Bay in the New River ACEC, OR>

Yaquina Head Outstanding Natural Area

Defenders is requesting a $3.2 million increase in the BLM budget for the Yaquina Head Outstanding Natural Area (YHONA) for recreation information and maintenance functions at this spectacular site on the central Oregon coast.

Oregon/Washington Riparian Management Plan

We are requesting a $1.1 million increase in the BLM budget for implementation of the third year of the seven-year Oregon/ Washington riparian enhancement plan that BLM published in 1987. We think this plan should be a model for BLM efforts to upgrade and restore the quality of riparian, or stream and riverside, areas under its jurisdiction in other states.

BLM Riparian Restoration

Further financial encouragement should be given to BLM's activities to restore riparian areas by adding $.5 million and accompanying FTEs to the Wildlife Habitat Management budget for restoration and recovery of riparian areas in the Western states to improve grazing management, stabilize soil, and upgrade vegetation. An additional $1.8 should be added to the Rangeland Management budget for implementation of riparian management programs already initiated.

U.S. FOREST SERVICE

Land Acquisition

Within the recommendations for National Rorest (NF) acquisition in THE CONSERVATION ALTERNATIVE, Defenders is emphasizing $23.34 million: $8.2 million for the Bridger-Teton NF, WY, $5.64 million for the Targhee NR, WY,ID; $5.5 million for the Gallatin NF, MT, for much needed elk winter habitat in the Yellowstone ecosystem; and $4 million to continue acquisition of the Pinhook Swamp for the Osceola NF, FL, which forms an important wildlife migration corridor.preserved land linkage between that forest and Okefenokee National Wildlife Refuge. The State of Florida ius now considering the area for possible reintroduction of the endangered Florida panther.

Thank you for the opportunity to present testimony. I would be glad to answer any questions you may have about my testimony.

WEDNESDAY, MARCH 7, 1990.

NATURAL RESOURCES PROTECTION

WITNESS

W. WILLIAM WEEKS, CHIEF OPERATING OFFICER, THE NATURE CONSERVANCY

Mr. DICKS. The Nature Conservancy, William Weeks. Mr. Weeks, we're glad to have you here. We'll put your full statement in the record. We appreciate your summarizing within five minutes.

Mr. WEEKS. Thank you. I'll try to do that. I'm glad to be here again this year as well.

This year, we're going to speak on a number of issues with regard to the Interior Department's budget. As you've indicated, our statement gives the details of our views on a number of these issues. I'm going to try to highlight them.

Beginning with the Endangered Species Act, we would echo those witnesses that have spoken before us with regard to favoring full funding for the Endangered Species Act, some $39.5 million as contemplated in the reauthorization of $32.9 million as in the administration budget. We favor the $39.5.

Likewise, on the State level for State grants, we hope that the committee will fund $17 million in programs, cooperative grants to states for endangered species rather than the $5.6 million that is in the budget right now.

Basically, these requests are justified by the fact that there are 3,500 species awaiting evaluation for a listing. Five hundred seventy are listed; none of them are getting, we think, the full measure of protection that is contemplated in the act and, of course, across the world extinction rates continue to rise. It seems like an opportune time to fund our Endangered Species Act in this country fully.

With regard to land and water conservation funds, we're asking for a very substantial amount of money this year. The budget pressure, of course, is no less than it always is, but we have a tremendous, I think, number of very excellent projects that we have worked on in cooperation with Federal agencies.

At stake really are the last threads that are holding the fabric of our landscape together and the kind of world that we are going to leave our children. The protection of places like the Ace Basin in South Carolina, Cypress Creek in Illinois, Lamar Peninsula in Texas, Parrot Ranch in California, and the Noisy Creek area in Washington that you're familiar with, are critical. They will express the commitment of this generation to the kind of world that we leave future generations. Funding for these areas, I think, is extremely important.

We really shouldn't be talking about acquisition without talking about management of these areas and the future as well. We have made a special request in this year's testimony for special management money for projects in The Keys in Florida and for the national parks and refuges in Hawaii. These have very special management concerns because of the visitation and the extremely critical endangered species that are there. We are increasingly concerned, in general, and I would just express a general concern for continuing to provide more management money as we add places to our refuge system. It has got to follow it at some point. The Nature Conservancy is going to have to be doing work on those issues as well.

We want to support funding at the levels the administration has requested for the North American Wetlands Conservation Act. We think there is a great potential there to help conserve wetlands. One of the keys, we think, in implementing that act in an optimal fashion is the National Fish and Wildlife Foundation which has done a tremendous job in its years thus far. It is proposed for $3 million of funding in the administration budget. We would ask that the committee consider $5 million of funding for that foundation.

Only two more things that I want to highlight. We do support strongly full funding for the refuge revenue sharing program. We think it is critical to the responsible acquisition and for these refuges to be accepted in the communities where they exist.

We also think that the funds that we mentioned to provide acquisition management are very important, and we would bring that in highlight to your attention.

Four areas, finally, of public/private cooperation related to Interior Department matters that I want to mention. They're all worthy of all the support you can give them. We're working in restoration efforts in cooperation with the Fish and Wildlife Service on the Sacramento River utilizing volunteers and Nature Conservancy recruits. We have been restoring riparian communities there. The funding that we have asked for in that area would be very useful to continue that.

There are challenge cost share programs that are administered by the Forest Service, the Fish and Wildlife Service, and the BLM at differing levels. The Conservancy has been a partner in providing challenge or matching money in each of those programs, and we're asking for funding at enhanced levels in each of those.

A third area that we have not asked for support before, but we think is very important, is for support for our natural heritage programs. These programs are designed to provide good up-to-date, reliable, and accessible information about the location and status of endangered species in communities. They are critical for making good decisions in terms of deciding where conservation priorities should be and where development should not be.

These programs exist in every state and in some Federal agencies. Yet, with additional support, they could provide even better information and be more useful.

One final thing that we're working in terms of using our lawyers and our biologists in cooperation with the Fish and Wildlife Service is the endangered fish recovery program on the Upper Colorado Basin. We would ask continued funding for that.

Mr. **Dicks**. I appreciate the work of the Nature Conservancy. We do really appreciate what you've done on Noisy Creek out in our State, a project that I was involved in. You really have made that whole effort possible, and it is deeply appreciated. We will look very seriously at the recommendations that you made.

Mr. **Weeks**. Thank you, Congressman.

Mr. **Dicks**. Thank you.

[The prepared statement of Mr. Weeks follows:]

The Nature Conservancy

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STATEMENT OF W. WILLIAM WEEKS
CHIEF OPERATING OFFICER OF THE NATURE CONSERVANCY
BEFORE THE HOUSE INTERIOR APPROPRIATIONS SUBCOMMITTEE
MARCH 7, 1990

Mr. Chairman, members of the Subcommittee, my name is Bill Weeks, and I am Chief Operating Officer of The Nature Conservancy, an international non-profit, land conservation organization, dedicated to the preservation of natural diversity through the protection of threatened species and ecosystems. I would like to thank the members of the Committee for this opportunity to present The Nature Conservancy's views on the proposed budget for the Department of the Interior for Fiscal Year 1991.

In the interest of time, I will outline our specific recommendations, and note that we have included additional details in Appendices for your reference. We respectfully offer the following recommendations to this Committee:

o We believe the Committee should provide the full funding level of $39.5 million for the ***Endangered Species Act***, plus $17 million for the cooperative endangered species conservation fund (Section 6) grants to states. The Administration proposal before the Committee is to spend $32.9 million on the U.S. Fish and Wildlife's endangered species program, and $5.67 million on state grants. We request this level be raised to the full amount specified in the re-authorization of the Endangered Species Act passed by Congress in 1988, which is $39.5 million for FY 1991. Under separate authority, Section 6 is authorized to receive $17 million; we recommend this amount be appropriated.

We disagree with the Administration's recommended decrease in Fish and Wildlife acquisition funding under the authority of the Endangered Species Act. When compared to FY 1990, recommended Endangered Species Act acquisition funds have dropped by 46%. We request that greater emphasis be placed on securing lands for the protection of endangered and threatened species. [Appendix A, page 4]

o We recommend an increase in ***Land and Water Conservation Fund*** appropriations for specific acquisition projects listed in Appendix B, and support the Administration's request for funding of other projects. We wish to express our strong support for the Committee's leadership in consistently supporting this important program. While we acknowledge and appreciate the Administration's recommendation of funding for land acquisition, that Administration budget item is approximately the average amount that this Committee has appropriated annually during the 1980's. More is required on the federal acquisition side for all of the fund's worthy purposes; today we are describing $102 million in critical natural area project funding needed alone. Beyond that we ask the Committee to provide at least $100 million for the Land and Water Conservation Fund state grants program. The Administration budget includes no funding for such state grants. [Appendix B, page 5] o **We agree with the Administration's proposed budget for the implementation of the *North American Wetlands Conservation Act*. In Fiscal Year 1990, Congress passed the North American Wetlands Conservation Act to implement and fund the North American Waterfowl Management Plan (NAWMP). The Conservancy is working cooperatively with the U.S. Fish and Wildlife Service in many of the areas identified in the NAWMP. We agree with the Administration's proposed budget of (1) $15 million in appropriations, (2) $1 million in Migratory Bird fines, penalties and forfeitures, and (3) $9 million in interest monies from the Federal Aid in Wildlife Restoration Fund to protect important wetland areas.**

o **We recommend funding of $5 million for the *National Fish and Wildlife Foundation* to benefit public/private fish and wildlife conservation programs. This is an increase of $2 million over the Administration's suggested $3 million.**

The National Fish and Wildlife Foundation was established in 1984 to encourage and administer donations of real or personal property in support of Fish and Wildlife Service programs and other activities initiated for the benefit of fish, wildlife and plant resources. Each dollar Congress provides the Foundation is matched by two dollars from state and private sources. Foundation grants have stimulated dozens of public/private partnerships for resource conservation.

o We recommend increased funding for two areas of the Fish and Wildlife Service budget that are directly related to land acquisition. First, we believe a funding level of $10 million is necessary for ***Acquisition Management***. Second, we think it's very important as part of responsible acquisition that an appropriation level be established that is sufficient to make full payments under the ***Refuge Revenue Sharing*** program, which for FY 1991 is $13.3 million. [Appendix C, page 20]

o We support the Administration request of $2 million for the Fish and Wildlife Service to acquire water rights for the ***Stillwater (NV) National Wildlife Refuge***. We recommend, however, that this be appropriated from the Construction and Anadromous Fish account, as Congress directed in Fiscal Years 1989 and 1990. [Appendix D, page 21]

o We strongly recommend increased funding in the ***management accounts*** of the National Park Service and the Fish and Wildlife Service to specifically address management needs in Hawaii and the Florida Keys. This is critical to make good on previous acquisition investments, and we are becoming increasingly concerned that appropriations for increased costs of management are not more closely linked to all new acquisitions. [Appendix E, page 22]

o We request Fish and Wildlife Service ***restoration*** funds of $600,000 for the ***Sacramento River***. [Appendix F, page 23]

o We support the Administration's requests of $18.8 million for the Forest Service Challenge ***Cost Share*** program and of $2.4 million for the U.S. Fish and Wildlife Service wetlands cost share program. We recommend an increase to $3 million for the Bureau of Land Management Challenge Grant program. [Appendix G, page 24]

o We request an appropriation of $2 million for the Office of the Secretary of Interior for the purpose of making grants to State *Natural Heritage Programs* and to provide support for research and development at the national level. The nationwide network of Heritage programs provides important biological information on species and their habitats which is used to guide land protection efforts and development decisions. An investment in this network would dramatically advance the science of conservation decisions. [Appendix H, page 26]

o We agree with the Adminstration's proposed $625,000 for the ***Recovery Implementation Program for Endangered Fish Species in the Upper Colorado River Basin.*** (This item is within the Recovery and Section 6 portions of the Fish and Wildlife Service budget.) The Administration budget includes $425,000 in base funding and $200,000 under Section 6 of the Endangered Species Act as the annual commitment of the U.S. Fish and Wildlife Service to this Program. Without this commitment, the wide array of presently cooperating parties could disintegrate, and the recovery of four rare fish species could be thrown into conflict with water development in most of the upper Colorado River basin. The Nature Conservancy has made substantial investments of its operating capital in this Program, along with many others, and strongly supports this item in the Administration's budget as a very high national priority for the protection of endangered species.

o We support an appropriation of $4 million in construction monies to restore management capability and rehabilitate wetland habitat at the ***Bear River National Wildlife Refuge*** in Utah.

o We request that the committee continue to provide funds to the ***Bureau of Indian Affairs***, specifically to assist endangered species programs on the Navajo Reservation, with a $280,000 appropriation. This is $80,000 over the Administration's recommended level, and, of course, we applaud the Committee for its efforts on behalf of the ***Navajo Natural Heritage Program*** in FY 1990.

This concludes my statement. I thank the Committee for this opportunity.

APPENDIX A

The Endangered Species Act

Currently, about 570 species native to the United States are listed under the Endangered Species Act. An equal number require the Act's protection, but do not yet receive it because the responsible agencies lack adequate resources to do the paperwork of listing. At least 3,500 additional species--seven times the number listed--should be studied to determine whether they require the protection of listing. Virtually none of these species, listed or not, receives the full measure of protection promised by the Act.

Extinction is forever. Therefore, we believe all responsible agencies should receive increased funding and should put the highest priority on efforts to conserve listed and candidate species. The Endangered Species Act authorizes $39.5 million for FY 1991. The Nature Conservancy requests that this full $39.5 million be appropriated.

The Cooperative Endangered Species Conservation Fund, authorized in the Endangered Species Act amendments of 1988, was set up to fund state grants for the conservation of threatened and endangered species and for monitoring the status of candidate species. The authorization directs formula-determined amounts to be deposited into the account; it is estimated that $48 million has been credited to the account and, based on the formula, $17 million is available for appropriation in FY 1991. We urge the Committee to appropriate this amount for state grants.

APPENDIX B

Land and Water Conservation Fund

This year marks the 25th anniversary of the Land and Water Conservation Fund (LWCF), which has been America's main source of revenue for federal, state, and local land acquisition, and for state and local outdoor recreation development. It supports the preservation of the best and most important remaining natural areas and waters in this country. These areas are disappearing at an alarming rate and with them we are losing our biological capital and natural heritage. Our preservation efforts must be correspondingly urgent.

This anniversary provides an opportune time to renew our commitment to a strong LWCF program. While we welcome the Administration's request of $250 million for land acquisition in FY 1991, we strongly believe the need is greater than the recommended appropriation. We believe the need is particularly great to provide funding for natural area acquisition: we are testifying today regarding 36 projects in which we have a special interest. In recent years, this Committee has shown its commitment to the goals embodied in the Land and Water Fund by consistently approving funding levels higher than those requested by the Administration. We commend these actions and your leadership, and we believe the Committee's decisions more accurately reflect the American public's wishes than have proposals of recent Administrations.

We respectfully request that the Committee appropriate funds to acquire the lands in the following project areas where The Nature Conservancy is working cooperatively at the request of various federal agencies. Funding has also been requested by the Administration for some of these projects.

The projects are in various stages of development, and the amount of funds necessary and the acres involved may change over the course of the negotiation and appraisal process. We will keep the Committee apprised of any changes as they occur.

RECOMMENDED LWCF APPROPRIATIONS FOR FY 1991

FISH AND WILDLIFE SERVICE	
ACE River Basin, SC	$4,000,000
Animas, NM (Gray Ranch)	$7,000,000
Austin Regional Habitat Conservation Plan, TX	$2,000,000
Bald Knob, AR	$3,000,000
Bayou Cocodrie, LA	$5,000,000
Bogue Chitto, LA	$1,000,000
Cape May, NJ	$5,000,000
Cypress Creek, IL	$4,000,000
Dahomey, MS	$3,000,000
Grand Cote, LA	$2,250,000
James Campbell, HI	$3,000,000
James River, VA	$2,500,000
Key Deer, FL	$5,000,000
Lamar Peninsula, TX	$1,500,000
Lower Columbia River, OR	$1,500,000
Moapa Valley, NV	$1,500,000
Nestucca Bay, OR	$ 850,000
Ohio River Islands, WV	$2,000,000
Oregon Islands, OR	$3,000,000
Pahranagat Valley, NV	$1,000,000
Parrott Ranch, CA	$3,000,000
Sacramento River, CA	$2,000,000
Sublette Meadows, WY	$3,000,000
SUBTOTAL	$66,100,000
BUREAU OF LAND MANAGEMENT	
Carrizo Plain, CA	$5,000,000
Cross Mountain Ranch, CO	$1,700,000
Lake Fork of the Gunnison, CO	$ 800,000
New River, OR	$1,500,000
San Pedro River, AZ	$1,500,000
South Fork of the Snake, ID	$1,000,000
SUBTOTAL	$11,500,000
FOREST SERVICE	
Daniel Boone, KY	$2,000,000
Monongahela, WV (Dolly Sods)	$5,500,000
Mount Baker-Snoqualmie, WA (Noisy Creek)	$5,000,000
Osceola, FL (Pinhook)	$4,000,000
Piedra Valley Ranch, CO	$5,000,000
Shawnee, IL	$2,000,000
White Mountains, NH (Stratford Bog)	$1,800,000
SUBTOTAL	$25,300,000
TOTAL	$102,900,000

FISH AND WILDLIFE SERVICE

ACE River Basin, SC. South Carolina's ACE River Basin is a 300,000 acre assemblage where the Ashepoo, the Combahee and the Edisto rivers converge. The Basin is habitat for 17 rare or endangered species, including six that are federally listed. Four significant botanical natural areas and over 500 species of birds, mammals, reptiles and plants are found in the Basin. It contains the second largest concentration of nesting osprey in the state. The area has been identified as a priority under the North American Waterfowl Management Plan, as it is wintering habitat for 14% of the Atlantic flyway's dabbling duck populations. South Carolina's largest concentration of nesting Southern Bald Eagles and wood storks are found here, in addition to high quality bottomland hardwoods and two virtually untouched coastal barrier islands.

Protection of the ACE River Basin requires the combined efforts of state, local and federal governments, nonprofit conservation groups and private landowners. A task force comprised of The Nature Conservancy, Ducks Unlimited, the South Carolina Wildlife and Marine Resources Department, and the U.S. Fish and Wildlife Service has developed long-range protection strategies. Part of the strategy calls for a National Wildlife Refuge of 15,000-18,000 acres. Additional natural lands will be protected by the state, the nonprofit conservation sector, and participating private landowners. State funding will come from the South Carolina Wildlife and Marine Resources Department and other state sources. The Nature Conservancy and Ducks Unlimited are raising several million dollars in private funding for the effort. Additional federal funds will be sought to establish a National Estuarine Research Reserve.

We request that the U.S. Fish and Wildlife Service contribute $12-18 million over a five to eight year period. In FY 1990, $1.5 was appropriated for this project; a $4 million appropriation for FY 1991 will permit continued federal refuge acquisitions.

Animas Mountains, NM (Gray Ranch). This area is a biological "melting pot". At least 718 species of plants, or 19 percent of New Mexico's known flora, are recorded from the Ranch's six major plant communities and fourteen subtypes. The diversity of habitats and their excellent condition, along with its unique geographic setting, result in the unique and diverse animal community of the Gray Ranch. Fifty-two percent of New Mexico's mammal species, 43 percent of its avian species, 45 percent of the known reptile species, and 35% of the known amphibian species in New Mexico exist on the Ranch. Its mammalian diversity exceeds that recorded from any national park or wildlife refuge in the continental United States. Four federally listed species and 21 state-listed species have existed on the Ranch, either currently or in very recent history.

This Committee and the Congress recognized the importance of the area and included language expressing support for Gray Ranch in the FY 1990 conference report.

In January of this year, The Nature Conservancy, reacting to mounting threats that the property would be sold to non-conservation buyers, purchased the Gray Ranch for $18.2 million. This is the largest private acquisition for conservation ever.

The Gray Ranch is a top ecological priority for The Nature Conservancy. The Conservancy expects to have a major, permanent role in the long-term protection of the Gray Ranch by retaining some property and by reserving rights so that we can participate in the management of the most ecologically sensitive portions of the ranch, such as the riparian areas, grasslands, oak savannas and other natural communities and species. We intend to privately fund raise for these purposes.

We will work cooperatively with the Congressional delegation and, if asked, with the Fish and Wildlife Service to develop appropriate terms and conditions for a refuge, and it is our expectation that we will transfer a significant portion of the property to the Fish and Wildlife Service. Toward this end, we request an appropriation of $7 million to begin this process.

Austin Regional Habitat Conservation Plan, TX. Travis County is home to six federally listed endangered species and numerous other rare and potentially threatened species. Best known of these is the Black-capped Vireo, a migratory songbird that nests in the Texas Hill Country. About 25% of all known Black-capped Vireos nest in Travis County. The other five endangered species are cave-dwelling invertebrates: Tooth Cave pseudoscorpion, Tooth Cave spider, Tooth Cave ground beetle, Bee Creek Cave harvestman, and Kretschmarr Cave mold beetle. These animals are known only from certain shallow limestone caves in Travis and Williamson counties.

In addition to these six species, there are four others under review for federal listing. They are the Golden-cheeked Warbler, a migratory songbird that breeds only in central Texas, and several rare plants: bracted twistflower (*Streptanthus bracteatus*), Texas amorpha (*Amorpha roemeriana*), and canyon mock orange (*Philadelphus ernestii*).

The Texas Nature Conservancy proposed the creation of a regional habitat conservation plan, which would comply with the requirements of the Endangered Species Act, to provide for reasonable balance between protection of endangered species and economic development in the area. The plan will provide for acquisition and management of significant endangered species habitat in Travis County and pave the way for other areas to be developed. An appropriation of $2 million will allow the Fish and Wildlife Service to begin the process of acquisition needed for habitat preservation of the afore-mentioned species. Federal funding will be matched by state, local and private funding. Total federal commitment is expected to reach $30 million over five to ten years.

Bald Knob, AR. This area is being sought by the U.S. Fish and Wildlife Service for acquisition as wintering habitat for migratory waterfowl, as presented in the goals of the North American Waterfowl Management Plan. The tract is located in White County in eastern Arkansas, just south of the city of Bald Knob. The refuge consists of 14,000 acres and is bordered by the Little Red River for seven miles.

Several nearby wildlife management areas will enhance the resources the Bald Knob tract presents to species dependent on wetlands. The Arkansas Game and Fish Commission owns 16,500 acres--Hurricane Lake Wildlife Management Area--five miles to the east of the tract. The Cache River National Wildlife Refuge is 20 miles southeast and the White River National Wildlife Refuge is approximately 75 miles southeast.

In addition to a history of high migratory waterfowl use, sloughs and wooded wetlands provide ideal wood duck habitat. Great blue heron, egrets, night herons, and other species of wading birds are fairly abundant within the area. American woodcock, killdeer, common snipe, several species of sandpiper, and yellow legs are common visitors to these wetlands. Many raptors, including barn owls, barred owls, great horned owls, screech owls, red-shouldered hawks, marsh hawks, Cooper's hawks, American kestrels, and sharp-skinned hawks can be found. Bald eagles are common visitors to the area during winter migration time.

The total purchase price for the area is $6 million, and the project will be split into two appropriation cycles. In FY 1991, $3 million is requested to acquire 7,000 acres, and the balance to complete the project will be requested for FY 1992.

Bayou Cocodrie, LA. The Fisher Lumber Corporation tract at Bayou Cocodrie in Concordia Parish, Louisiana, consists of 11,000 acres. It includes approximately 7,620 acres of bottomland hardwoods and cypress-tupelo swamp, 2,180 acres of cut-over timberland, and approximately 1,200 acres of agricultural land. It provides habitat for migratory waterfowl and a variety of wildlife.

The Nature Conservancy will purchase this property, with an estimated value of $8 million, including minerals, for a consideration of $5 million from the seller, Fisher Lumber Corporation. The U.S. Fish and Wildlife Service will repurchase the property from The Nature Conservancy, in phased intervals, with final closing scheduled for February 1991.

Bogue Chitto, LA. Only 30 miles north of New Orleans, the Bogue Chitto National Wildlife Refuge preserves a unique blackwater swamp/bottomland hardwood forest. It is a very productive wildlife habitat, supporting a diversity and abundance of plant and animal species.

An appropriation of $1 million for FY 1991 would purchase 4,442 acres to enlarge the refuge to the south (authorizing legislation was passed in 1989).

Cape May, NJ. Long recognized for its concentration of migratory birds, the Cape May peninsula is increasingly recognized as critical habitat for raptors, songbirds, woodcock, waterfowl, and threatened shorebird species. The Cape May peninsula also harbors certain plant species which have been identified as federally threatened or are considered to be rare or endangered within the State of New Jersey. The area is habitat for swamp pink, a federally listed endangered species and Burlington spurge, a federal candidate 1 species. Two state threatened species, the barred owl and the red shouldered hawk, also inhabit the area.

In addition to the importance of the Cape May peninsula for its diversity of fish, wildlife, and plant resources, the wetland habitats of the area serve a variety of hydrological functions, such as flood storage, groundwater discharge and recharge, water quality protection, and shoreline stabilization. The area has also been identified as a priority acquisition by the North American Waterfowl Management Plan.

Working with the U.S. Fish and Wildlife Service, The Nature Conservancy is acquiring land to facilitate the creation of a new national wildlife refuge in the Cape May peninsula. Ultimately, the refuge will contain 15,500 acres located in two separate divisions within Cape May County. An appropriation of $5 million in FY 1991 will continue acquisitions.

Cypress Creek, IL. The Cache River Wetlands of Illinois is a joint venture for the benefit of rare and endangered species and migratory waterfowl being developed by the U.S. Fish and Wildlife Service, the Illinois Department of Conservation, The Nature Conservancy and Ducks Unlimited. The federal portion of the project is the proposed Cypress Creek National Wildlife Refuge.

The area's complex geological and hydrological history, coupled with its resultant biological diversity, make it a conservation priority of national significance. The occurrences of all the natural communities here, including cypress swamps and bottomland forests, are unique within their type because of the peculiar combination of ecological forces that shaped the area. The site supports populations of 36 plant and animal species listed as either endangered or threatened in Illinois;among them are two bats listed as federally endangered, the grey bat (*Myotis grisescens*) and the Indiana bat (*Myotis soldalis*). The importance of the Cache River Wetlands site is that these species occur together in high quality habitat on a site that is large enough for their natural ecological interactions to continue.

The State of Illinois, The Nature Conservancy, and Ducks Unlimited have acquired 9,055 acres to date in the joint venture area. This Committee and Congress appropriated $2 million for federal acquisitions in FY 1990. For FY 1991, $4 million from the Land and Water Conservation Fund is requested for continued Fish and Wildlife Service acquisitions.

Dahomey, MS. This area contains the largest block of bottomland hardwood acreage remaining in North-Central Mississippi. The property, known as the Allen Gray Estate, consists of 9,272 acres located within the proposed boundary of the Dahomey National Wildlife Refuge. It is a top priority for the U.S. Fish and Wildlife Service under the North American Waterfowl Management Plan and is recognized by conservationists all over the South as a critical wetland area.

The forests and wetlands of this area are important to wintering waterfowl and a variety of other wildlife species. The site provides temporary habitat during migration and also a permanent home for many species of passerine birds, raptors, wading birds, and game birds such as doves and woodcock.

Dahomey represents a rare opportunity to create a new National Wildlife Refuge in almost one single transaction. The purchase price is $4.9 million. An appropriation of $3 million for FY 1991 will allow the Fish and Wildlife Service to begin acquisition.

Grand Cote, LA. The Grand Cote National Wildlife Refuge was established primarily to preserve wintering and migratory habitat for waterfowl and was identified as a top priority waterfowl refuge in the North American Waterfowl Management Plan.

The project area consists of converted wetlands and a mosaic of bottomland hardwood forests and sloughs. There has been a precipitous disappearance of bottomland hardwood and cypress-tupelo communities along the lower Mississippi River over the past two centuries; this area protects remnants of these forest types. Wading birds such as night herons, ibis, blue herons, great egrets, great blue herons, and wood storks are very abundant. Bald eagles use the area, as do peregrine falcons. The Nature Conservancy purchased 5,900 acres comprising the Grand Cote National Wildlife Refuge in February, 1989. We recommend an appropriation of $2.25 million to allow the Fish and Wildlife Service to repurchase the property.

James Campbell, HI. To stem the extinction of four endangered Hawaiian waterbird species, the U.S. Fish and Wildlife Service in 1977 entered into a lease with the James Campbell Estate, thereby creating the James Campbell National Wildlife Refuge at Kahuku on the North Shore of Oahu. The 142-acre refuge and adjoining wetlands support 90% of the Island's waterbird population and are crucial to a statewide effort to restore these species. The Fish and Wildlife Service's recovery plan for the Hawaiian waterbirds lists the refuge area and adjoining lands as essential habitat for the following federally listed species, all of which are at dangerously low levels: Hawaiian duck, Hawaiian stilt, Hawaiian gallinule, and Hawaiian coot. The lands proposed for addition also contain significant migratory seabird, shorebird and green sea turtle habitat.

The James Campbell refuge plays a premier role in the recovery of the afore-mentioned endangered species. Moreover, the current lease agreement places severe constraints on the Fish and Wildlife Service's management activities. Therefore, it is necessary to purchase the fee interest of these lands to prevent loss of this crucial habitat upon expiration of the lease. In FY 1989, this Committee appropriated $1.5 million to this end. A $3 million appropriation in FY 1991 will complete the acquisition.

James River, VA. The James River/Powell Creek property serves as one of the largest bald eagle roosts along the Atlantic coast. Over 100 eagles roost there in late summer, and one pair of nesting eagles was found to have successfully produced two young, in spite of logging efforts on the property. The habitat consists of loblolly pine and mixed hardwood, spanning a wide range of age classes. Threats to similarly large tracts, especially along the Chesapeake Bay, include sand and gravel operations and residential development. The James River tract is in danger of subdivision for residential development resulting from a nearby major highway which will link the area more easily to Richmond.

Public support for the project is large. Not only valuable for its endangered species habitat, the James River site is in proximity to the Chesapeake Bay, which is of great public interest. The Conservancy acquired this property at the request of the Fish and Wildlife Service in May, 1988, for $1.85 million from Continental Forest Investments. Estimated accrued interest, carrying costs and overhead amount to approximately $650,000, bringing the total amount needed to $2.5 million.

Key Deer, FL. The National Key Deer Refuge, comprised of 22 islands of the lower Florida Keys, provides habitat for the Florida Key deer, which has been listed as an endangered species since 1967. This habitat also supports an additional 10 animal and 28 plant species of federal and state concern. However, this pineland habitat is being systematically destroyed throughout its remaining pan-Caribbean range.

Recognizing the national significance and imperiled status of the National Key Deer Refuge, Congress appropriated $2 million in FY 1988, $3 million in FY 1989, and $1 million in FY 1990 to meet the emergency which threatens the Key deer with extinction. The U.S. Fish and Wildlife Service has responded: of the approximately 5,100 acres remaining to be acquired at the beginning of FY 1988, over 164 contracts have been closed, protecting 593.5 additional acres (as of 3/1/90) concentrated in the most important and threatened habitats.

The rate of acquisition must be accelerated in order to acquire this critical habitat before it is lost to development. We request $5 million to be appropriated by the Committee and Congress for the acquisition of the essential heart of the Refuge.

Lamar Peninsula, TX. This is a 734-acre tract of land near Rockport, Texas. It is a combination of wetlands and wooded uplands that has significant frontage on the Texas Gulf Coast and is key wintering habitat for the federally endangered whooping crane. The property, adjacent to the Aransas National Wildlife Refuge, was placed on the market in 1987 and The Nature Conservancy purchased the land at the request of the Fish and Wildlife Service to withdraw it from future development possibilities. The Service would like to acquire the property for inclusion in the Aransas NWR to further its protection efforts for the whooping crane.

An appropriation of $1.5 million for FY 1991 will allow the Service to acquire a critical inholding.

Lower Columbia River (Julia Butler Hansen), OR. This 2,500-acre addition to the Lower Columbia River National Wildlife Refuge complex includes Wallace, Kerry, Skull and Anunde Islands and adjacent meadows and meandering sloughs in the reaches of Lower Columbia River.

This site provides critical habitat for the endangered Columbia white-tailed deer, and once secured, will provide the required protection as prescribed in the Recovery Goals to allow de-listing of this species. Presently the deer are threatened by conversion of these native riverine bottomlands to hybrid cottonwood plantations. This proposed acquisition will additionally protect habitats for wild anadromous Salmonid runs and a wide spectrum of wintering waterfowl and migrating shorebirds, and secure a high quality remnant example of native cottonwood-riverine ecosystem.

A $1,500,000 appropriation will allow the Fish and Wildlife Service to purchase this important area.

Moapa Valley, NV. This outstanding desert oasis is home to the federally endangered Moapa dace, *Moapa coriacea*, a species of fish. It is approximately 1,200 acres, 60 miles northeast of Las Vegas in Clark County, and adjacent to a National Wildlife Refuge. The Mormon Church owns this warm springs property supporting the unique desert oasis; however, it may sell the property. In addition, the property is close enough to Las Vegas to have strong development potential.

This fan-palm oasis, or desert aquatic ecosystem, is one of the most endangered ecosystems in the United States. Because of the biological significance of this area, we recommend a $1.5 million appropriation to the Fish and Wildlife Service to acquire this property.

Nestucca Bay, OR. The wetland meadows associated with the Nestucca and Little Nestucca Rivers, and adjacent pristine salt marsh habitat throughout the Nestucca Bay estuary in Tillamook County, are proposed as a new National Wildlife Refuge. They are within the Fish and Wildlife Service's Middle-Upper Pacific Coast Concept Plan. Once secured, this 4,000+ acre refuge system will provide critical habitat for the endangered Aleutian Canada goose, and will also secure the only wintering site on the northern Oregon coast for the declining populations of the dusky Canada goose. Additionally, these freshwater wetlands and estuarine marshlands support thousands of migratory waterfowl and shorebirds, which in turn provide critical prey base for threatened populations of bald eagles and peregrine falcons which breed locally and winter in the area. This riverine habitat along the Nestucca and Little Nestucca Rivers will assure critical habitat for spawning runs of Chinook salmon and steelhead trout, as well as provide excellent recreational opportunity for these fisheries.

The 350-acre Barbara Yates tract, appraised at $850,000 by the Service, is posed with an immediate threat of development. This FY 1991 acquisition will represent the first of a series on Nestucca Bay planned by the Service to benefit endangered species, migratory waterfowl and shorebirds, anadromous fisheries, and marine mollusks. It will also provide significant coastal educational and recreational opportunities.

Ohio River Islands, WV. The Ohio River Islands are an exceptionally important resource, representing outstanding natural, cultural, scenic and recreational values. However, since the dawn of industrialization of the Ohio River valley, 14 of these remarkable islands have disappeared due to dredging for sand and gravel or navigation. Responding to this trend, the Congress in FY 1990 appropriated $2 to begin acquisition of the islands. An appropriation of $2 million in FY 1991 would continue the purchase of these important islands; 13 were acquired with the FY 1990 appropriation.

The natural communities on the islands, bottomland hardwoods, emergent wetlands, and palustrine wetlands are some of the rarest in West Virginia. This refuge will safeguard the best remaining examples of these communities and foster their regeneration in areas formerly used for agriculture.

Encircling wetlands, virtually the only remaining river wetlands in the region, provide home to thousands of waterfowl, including such declining species as black duck and king rail. Bottomland hardwood forests, nearly extirpated along the banks in Ohio and West Virginia, are still relatively abundant on the islands, providing habitat for such regionally rare species as the prothonotary warbler.

In the riverbottom along these islands are some of the most diverse freshwater mussel communities in the world. The federally endangered pink muckett mussel occurs in the riverbed and at least 20 other plant and animal species which are rare in West Virginia occur on or around the islands. Among these are the bald eagle and osprey, which winter around the islands, and the great blue heron, which nests at only three sites in West Virginia.

Oregon Islands, OR. We request an appropriation of $3 million (Fish and Wildlife Service estimate) to allow the Service to purchase 120 acres identified as a critical addition to the Oregon Islands National Wildlife Refuge. The Coquille Point addition adjoins the Oregon Island NWR, host to one of the Pacific Coast's highest concentrations of common murros, tufted puffins, pigeon guillomot and Brandt's and double-breasted cormorants. This area also hosts a very large sea lion haul-out and, with a breathtaking view of the annual Pacific grey whale migration, has the potential to provide the U.S. Fish & Wildlife Service with one of the greatest public refuge interpretive opportunities along the Oregon Coast.

Pahranagat Valley, NV. Located in Lincoln County, Nevada approximately 80 miles northeast of Las Vegas, the Pahranagat Valley supports three major spring systems and a significant cottonwood-mesquite riparian complex. The spring systems found at Hiko Spring, Ash Spring and on the Burns Ranch, support the federally listed as endangered Pahranagat roundtail chub (*Gila robusta jordani*) and two federal category 2 fish species--the White River springfish (*Crenichthys baileyi baileyi*) and the Hiko White River springfish (*Crenichthys baileyi* grandis). In addition, important cottonwood riparian habitat and mesquite groves are found to varying degrees along the water course in the Pahranagat Valley fed by these springs.

Protection of this ecosystem by the U.S. Fish and Wildlife Service could be achieved through the acquisition of approximately 1,000 acres of deeded land surrounding the various spring sites, together with associated water rights. A $1 million appropriation for FY 1991 would purchase this land and water rights.

Parrott Ranch, CA. The Parrott Ranch, a 19,000 acre area roughly ten miles south of Chico, California, has seven miles of frontage on the Sacramento River. It is the largest remaining private parcel in the Sacramento Valley. It supports a great expanse of relatively undisturbed natural habitat, particularly valley oak riparian forest and interior wetlands. It is regarded by the California Waterfowl Association as the most important unprotected waterfowl habitat in the Sacramento Valley and has been identified as a priority acquisition in the central valley joint venture of the North American Waterfowl Management Plan.

It supports an extraordinary concentration of migratory and resident waterfowl, including mallards, woodducks, pintail and cackling Canada geese. At times, 30% of all the wintering mallards in California are found on the property. The Parrott Ranch is one of the most important wintering areas for Greater sandhill cranes, and is a key part of the Pacific flyway.

It is estimated that $15 million will be necessary to preserve the portions of the ranch currently in natural habitat and those which could be easily restored. The state Department of Fish and Game has committed $4 million. Private entities, including The Nature Conservancy, are committed to raising $3 million. We request an appropriation of $3 million for FY 1991 to preserve the property's critical wetlands.

Sacramento River, CA. At one time riparian vegetation, one of the most important wildlife habitat types in California, was estimated to cover about 800,000 acres in the Sacramento River valley. At present only 14,000 acres remain. Of this, 2,200 acres are presently in public ownership and protected from adverse land use changes. The Sacramento River project involved the protection of 10,000 acres of extremely rare riparian forest habitat consisting of 40-60 sites spread along 100 miles of the river. A combination of private (The Nature Conservancy), state, and federal funding is involved in the project.

In FY 1990, the Fish and Wildlife Service received a $2 million appropriation for this project. We recommend a continuation of this effort with an additional $2 million appropriation.

Sublette Meadows, WY. The Bear River Valley south of Cokeville is Wyoming's most significant wetland complex. These wetlands and riparian areas are important nesting and staging habitat for sandhill cranes, are known to be used by the "adopted" whooping cranes from the Grays Lake foster parent project, and are rated as high quality duck and goose nesting and migration habitats.

The Bear River was identified and ranked as the number one area in need of special management attention because it provides significant breeding habitat for the greatest number of endangered species in the state. The primary species of concern in this area include the whooping crane, western grebe, snowy egret, trumpeter swan, black-crowned night heron, white-faced ibis, forster's tern, american bittern, black tern, long-billed curlew, and peregrine falcon. In addition, it supports the highest duck breeding densities ever recorded in Wyoming, including the largest number of breeding canvasbacks and redheads found anywhere in the state. Both of these species are rapidly declining throughout their range.

The Fish and Wildlife Service has identified the 26,000 acres which are the heart of this incredibly productive wetlands complex for acquisition as a National Wildlife Refuge. The Nature Conservancy strongly supports the creation of this refuge because the increased protection and control of the water in the system has the potential for greatly enhancing the productivity of this area. As a nesting area for migrating species in both the spring and fall, the Bear River is unparalleled in the state.

A $3 million appropriation will allow the Service to begin acquisitions.

BUREAU OF LAND MANAGEMENT

Carrizo Plain, CA. The Carrizo Plain is one of the most important unprotected endangered species habitats in all of California. The roughly 200,000 acre Plain encompasses an entire watershed, and this provides a uniquely manageable macropreserve for the federally endangered San Joaquin kit fox, blunt-nosed leopard lizard, peregrine falcon, golden eagle, prairie hawk, rough-legged hawk, and burrowing owl. The Bureau of Land Management and the California State Wildlife Conservation Board have collaborated to purchase close to 100,000 acres of the Carrizo Plain. Roughly 80,00 acres remain in private ownership targeted for inclusion in the macro-preserve.

The Land and Water Conservation Fund, in three fiscal years, has provided a total of $14.4 million to the Bureau of Land Management for purchase of lands in the Carrizo Plain. We request a final appropriation of $5 million for FY 1991 to complete acquisitions for this project.

Cross Mountain Ranch, CO. This property contains 15 miles of important riparian habitat on the Yampa and Little Snake Rivers. Water associated with the ranch would be important to the recovery of endangered fish species that spawn on the Yampa River, and may be purchased as part of the Fish & Wildlife Service's Recovery Program for Colorado River endangered fish.

There are some good quality cottonwood, riparian woodlands within the property. This is a tremendous opportunity to protect 15 river miles along two of Colorado's most undisturbed and unregulated rivers. A $1.7 million appropriation will allow the Bureau of Land Management to purchase this property.

Lake Fork of the Gunnison, CO. This is a 828-acre addition to Bureau of Land Management lands in the Gunnison Resource Area in Colorado. The ranch is located seven miles north of Lake City in Hinsdale County, Colorado. Acquisition of the ranch would provide the only access to the Powderhorn Primitive Area from the west, and the best access overall. The area contains a pristine example of a rare riparian forest dominated by Colorado blue spruce and thinleaf alder. This plant association is currently known from only three counties in west-central and southwestern Colorado.

A $800,000 appropriation in FY 1991 will allow the Bureau of Land Management to acquire the property.

New River, OR. This area is located on the southern Oregon coast in Coos and Curry Counties. The New River wetlands consist of New River and associated freshwater lakes, pygmy forests, sphagnum bogs, coastal shrublands and grasslands. New River provides habitat for the threatened snowy plover, the endangered peregrine falcon, and a number of important plant species, including the Category 2 species *Phacelia argentee*, and provides critical habitat for the endangered Aleutian Canada goose. This complex coastal wetland community, lying just above the mean high tide line is one of the most important habitat protection opportunities remaining on that 150-mile stretch of coastline. The BLM received an appropriation of $500,000 in FY 1990 for this project to begin acquisitions. Willingness to sell has been expressed by several other landowners within the proposed area of acquisition. A $1.5 million appropriation in FY 1991 will allow continued acquisitions.

San Pedro River, AZ. This is the longest undammed river system in the Southwest. Of 120 total river miles, 33 have been protected; this appropriation would continue acquisitions. The area contains top quality riparian areas, with cottonwood/willow and mesquite bosque communities. Protection of the corridor would expand the range of the ocelot. The area has the highest speciation of raptors in North America.

To date, 50,000 acres of the San Pedro river system have been protected. An appropriation of $1.5 million for FY 1991 will protect an additional 1,500 acres in Bureau of Land Management ownership.

South Fork of the Snake River, ID. **The Snake River and tributaries with associated riparian habitat provide extremely important habitat for many fish and wildlife species. The South Fork river/riparian community is probably one of the largest such ecosystems left in the intermountain west, and has been identified by the U.S. Fish and Wildlife Service as the most important ecosystem in Idaho to protect.**

The 720-acre area proposed for protection in FY 1991 is important both ecologically and recreationally, with over 120,000 recreation user days per year. A unique strain of native cutthroat trout, increasingly rare in the mountain west, are still viable in the South Fork. The area is home to the highest density of wintering and nesting bald eagles in the Greater Yellowstone ecosystem, as well as critical habitat for the threatened trumpeter swan. The threat of development (e.g., homesites, marinas, golf course) is imminent within the South Fork corridor. This type of adverse development threatens to permanently change the natural and recreational characteristics of the South Fork.

A $1 million appropriation for FY 1991 will begin protection on the South Fork of the Snake River.

FOREST SERVICE

Daniel Boone, KY. An appropriation of $2 million is requested for FY 1991 to acquire 4,050 acres. Most of the requested funds would be used for high priority ecological areas, including lands in the scenic Red River Gorge. Other critical natural areas were identified in a recent cooperative inventory, through the Forest Service's Challenge Cost Share program, to be acquired from willing sellers.

Monongahela, WV. Dolly Sods is a 5,980 acre area is located in Dry Fork District, Tucker County, West Virginia. This proposed addition to the Monongahela National Forest includes most of the uppermost portions of the Red Creek drainage system, one of the largest, most spectacular high elevation meadow/balds in the Central Appalachians. The area is outstanding example of a high-elevation Appalachian ecosystem--a complex of heath plains, sedge meadows, bog, and spruce forests. Potential habitat exists for the northern flying squirrel and Cheat Mountain salamander, both candidates for federal listing as endangered species.

In order to protect its natural beauty and preserve the scenic values of the Dolly Sods Wilderness Area, the Monongahela National Forest has long sought to add this portion of Dolly Sods to its territory. The property, with an estimated value of $5.6 million, will be purchased by The Nature Conservancy. We request an appropriation of $5.5 million to allow the Forest Service to repurchase the property from the Conservancy in FY 1991.

Mount Baker-Snoqualmie (Noisy Creek), WA. Noisy Creek Forest, a 642-acre inholding in the Mount Baker-Snoqualmie National Forest, is Western Washington's largest remaining privately-owned parcel of low-elevation old-growth forest. It lies within the Noisy Creek watershed, an intact old-growth virgin forest which is otherwise entirely in federal ownership. The forest, supporting native conifers up to 850 years old and 13 feet in diameter, provides habitat for animal species including the bald eagle, common loon, northern spotted owl, pileated woodpecker, marten, cougar, black bear, mountain goat, and possibly the gray wolf and grizzly bear.

The Nature Conservancy purchased this 642-acre parcel, and a 400-acre second growth area, for $10.5 million earlier this year. A total of $4.5 million has been appropriated in the past two fiscal years for this project. $7 million is needed to complete the project; a local land exchange is expected to net $3-7 million, but cannot be guaranteed. We request an appropriation of $5 million for FY 1991. The appropriation request is based on the amount needed to acquire the 642-acre old growth Noisy Creek parcel only.

Osceola, FL. The Pinhook Swamp addition is a 60,000 acre wetland complex located in northern Baker and Columbia counties. The swamp is part of the greater Okefenokee Swamp system, a large freshwater wetland underlain by organic soils and dominated by a complex mosaic of forest, shrub and marsh communities. Pinhook Swamp is connected to the Okefenokee via several natural wooded waterways. These wooded wetland corridors provide an essential hydrological and ecological link between the Osceola-Pinhook-Okefenokee systems and to the adjacent Suwannee and St. Mary's Rivers. The swamp contains a diversity of wetland vegetation types which provide habitat for a number of important game and non-game wildlife species. These wetlands contain significant populations of species such as muskrat, southeastern weasel, southern mink, river otter, beaver, bobcat, and Florida black bear. The area also plays an important habitat role in the experimental Florida panther recovery program. The site's open prairies provide habitat for a small breeding population of Florida sandhill cranes, as well as foraging areas for numerous herons, egrets, ibises, and wood storks.

Congress has appropriated a total of $8.2 million for this project. We request an appropriation of $4 million for FY 1991 to continue work in the area. Willing sellers exist within the project area to greatly exceed this funding request.

Piedra Valley Ranch, CO. This 4150-acre property contains a 1250-acre river parcel. This parcel includes 3.5 miles of river frontage with a high quality riparian woodland community (Blue spruce-narrowleaf cottonwood-thinleaf alder). This is also a re-introduction area for the river otter, a state listed endangered species. It provides important access to additional Forest Service lands.

Another portion of the property provides habitat for the largest known population of the frosty bladderpod (*Lesquerella pruinosa*). This plant is a formal candidate for listing as an endangered species at the federal level. It is also a state species of special concern.

The property is located 15 miles northwest of Pagosa Springs, Colorado on the Piedra River. It would be an addition to the Pagosa Springs Ranger District of the San Juan National Forest. A $5 million appropriation for FY 1991 is requested for the acquisition of the ranch.

Shawnee National Forest, IL. Lands within the purchase boundaries of the Shawnee National Forest include the highest concentration of high-quality natural areas identified by the Illinois Natural Areas Inventory. These include barrens, limestone glades and springs along Big Creek important for endemic crayfish. The Nature Conservancy, the Illinois Nature Preserves Commission, the Illinois Department of Conservation and the Shawnee National Forest are cooperating to round out the identified sites that are already partly in Forest Service ownership.

For FY 1991, $2 million is requested for the Forest Service to continue to acquire critical additions to these sites.

White Mountains, NH (Stratford Bog). This 7200-acre tract in northern New Hampshire is adjacent to the White Mountain National Forest and Nash Stream, near the Connecticut River. It contains endangered and threatened species *Milium effusum*, *Equisetum palustre*, and *Hippuris vulgaris*. Its large size and proximity to other sizable protected lands provide potential habitat for animals like the Canada lynx, pine marten and fisher which require wilderness-like conditions. The tract contains several ponds including Stratford Bog Pond and Sugarloaf Pond. It is mountainous terrain with outstanding scenic values as well as extensive areas of excellent forest soils.

A $1.8 million appropriation in FY 1991 will allow Forest Service acquisition of this area.

APPENDIX C

U.S. Fish and Wildlife Service - Related Issues

Acquisition Management

Whenever the Fish and Wildlife Service acquires a piece of property, costs are incurred in addition to the cost of the land. They include items such as surveys, title searches, appraisals, and closing costs. These expenses are provided for in the Acquisition Management account of the Service's Land Acquisition budget. When the acquisition management account is under-funded, the expenses incurred in an acquisition are taken out of the funds appropriated for the acquisition, thus resulting in fewer acres being purchased. In FY 1990 Congress appropriated $3 million to the account. The current budget proposes $7.5 million, but we believe $10 more accurately reflects the need in this area.

In Fiscal Year 1990, the Fish and Wildlife Service and the National Park Service received comparable appropriations for land acquisition ($67.99 million and $68.556 million, respectively). However, the Fish and Wildlife Service was appropriated less than half the amount of acquisition management dollars than the Park Service ($3 million versus $6.317). We believe that the Fish and Wildlife Service, at a minimum, needs to keep pace with its Land and Water acquisitions and should be provided with $10 million in acquisition management funds to do so.

Refuge Revenue Sharing

Under the Refuge Revenue Sharing program, the U.S. Fish and Wildlife Service makes payments to various counties to compensate for lost tax revenues resulting from private land acquisitions to expand the National Wildlife Refuge System. Payments are derived from net revenues from the lease or sale of natural resources (such as hay, sand, gravel, timber) on refuges. If these revenues are insufficient to provide full payments to the counties, the balance is to be made up with appropriated funds.

Since 1980, there has been a shortfall in the payments to counties under the Refuge Revenue Sharing program. The problem lies in the fact that while receipts from disposal of natural resources and appropriated funds have remained relatively constant over the years, both the value and the amount of lands in the refuge system have substantially increased. Beginning in 1979, Congress appropriated funds to lessen the severity of the shortfall; however, appropriation has not been enough to cover full payments since 1980.

The proposed level of funding for Fiscal Year 1991 is $9 million, which is the same amount appropriated in Fiscal Year 1990. Coupled with expected revenues of $3.6 million, the total for refuge revenue is projected to be $12.6 million. Under this scenario the counties will receive about 80% of what they need. We recommend a Congressional appropriation of $13.3 million to provide full payments.

APPENDIX D

Stillwater National Wildlife Refuge

We agree with the Administration's request of $2 million for continued acquisition of water rights at Stillwater National Wildlife Refuge. However, we recommend that the appropriation come from the Construction and Anadromous Fish account, rather than the Resource Management account. This would ensure that funds need not be obligated in the year appropriated. The Nature Conservancy has already purchased or optioned 4,000 acre/feet of water rights in Stillwater, using funds appropriated by Congress in FY 1989 and FY 1990. As the Administration proposes, we also support an appropriation of $800,000 for additional water rights in California and elsewhere in connection with this project.

The Lahonton Valley wetlands--in the Newlands Project area near Fallon, Nevada--and in particular, the Stillwater marsh area, have been dramatically reduced and degraded as a result of agricultural irrigation. At the same time, Pyramid Lake and the entire Truckee River system have been damaged because of water diversion out of the Truckee River into the Newlands Project in the Carson River Basin.

These areas represent the largest wetland system in Nevada. They are critical to the Pacific Flyway migration route and are home to several endangered species, including the bald eagle and the cui-ui fish. The area is one of only thirteen worldwide Hemispheric Shorebird Reserves. It is also home to the largest colony of white pelicans in North America.

APPENDIX E

Management Accounts for Hawaii Parks and Refuges and Florida Keys

We request continued additional annual funding of $600,000 for ***Hawaii Volcanoes National Park*** and $465,000 for ***Haleakala National Park*** in FY 1991. This is to sustain the alien species control and native ecosystem restoration programs critical to the protection of those parks' diversity of endemic and endangered species. Both parks have made great strides in removing destructive pigs, goats and weeds and park resources are recovering dramatically in many areas as a result. Without sustained funding to maintain fences and address complex weed and wildfire problems, this remarkable progress will be forfeited. Ideally, this "add-on" amount should be made part of base funding for these parks, as these are essential and perpetual programs.

We also request that: $30,000 be added to the base of ***Kaloko-Honokohau National Park*** to support vegetation management critical to the health of park wetlands, and $200,000 be added to annual base funding of ***Kalaupapa National Historical Park***--of which $150,000 is to provide for basic maintenance of historic buildings and $50,000 is to support alien species control.

While we are encouraged and support the Administration's increase in Hawaii refuge operations, we realize that more is needed. We request that $800,000 be added to the Hawaii refuge operations baseline, which includes money for fencing and construction at ***Hakalau National Wildlife Refuge***. We also request an appropriation of $400,000 to continue avian disease research at ***Mauna Loa Research Station***, which is part of Pautuxent.

We request that $1 million be appropriated for management and research in the ***Florida Keys***. The four ***National Wildlife Refuges*** of the Keys support 38 species considered threatened or endangered. Without an increase in management funds and manpower, the Fish and Wildlife Service's mission in the Keys could fail, and the survival of this rich biota could be jeopardized.

Over 1.5 million people visit the Keys each year, and sprawling Miami is less than one hour from the nearest Refuge. Many visitors enter the Refuges, which stretch over 150 linear miles and include hundreds of square miles of isolated channels and islands. In spite of this, the facilities and staff of the Refuges are virtually unchanged since their early days, when the Florida Keys were mostly isolated wilderness. There is only a staff of five to "manage" this sprawling complex of land and water. The Refuges have no management plan, no visitor center, no interpretive staff, and frequently not even signs.

In recent years, with virtually no research budget, the Service's professionals have depended upon private contributions for basic items like radio collars for tracking Key deer and travel expenses for habitat management field researchers. There are no funds for critical factors such as freshwater sources or the proper management cycle for Key deer habitat.

To begin to remedy these shortcomings, we respectfully request an appropriation of $1 million.

APPENDIX F

Sacramento River Restoration Funds

No natural landscape in California has been so altered by man as the bottomlands of the Sacramento River. Two percent of the original riparian forest habitat remains. Acquisition of all the existing habitat will not be sufficient to preserve this ecosystem. The success of this project depends on restoring lands presently cleared for agricultural use.

Restoration activities consist of planting and maintaining a composition of willows, cottonwoods and valley oaks, and are completed in three years from the date of land acquisition. Restoration cost per acre is equal to or greater than the land cost.

The Fish and Wildlife Service has wisely recognized the need for substantial restoration. Acquisitions by the Service during FY 1990 have included equal amounts of restorable land and pristine habitat; 417 acres of restorable land were purchased by the Service in FY 1990.

At its restoration sites on the Sacramento, Kern and Consumnes Rivers, The Nature Conservancy has been able to restore agricultural land for $3,000/acre using substantial volunteer labor. Sacramento River parcels being acquired by the U.S. Fish and Wildlife Service which will need restoration include the Flynn (250 acres) and Crawley (500 acres) in Tehama County. An appropriation of $600,000 would permit the Service to restore the first 200 acres required by this project.

APPENDIX G

Federal Cost Share Programs

The federal Challenge Cost Share and Challenge Grant programs have been a tremendous success. These matching programs increase not only private resources dedicated to public lands, but also facilitate private and individual participation in public lands management and improvement. Cost share programs are enthusiastically supported by conservation groups, private individuals and public agencies alike.

The Nature Conservancy agrees with Administration funding levels for cost share programs in Fiscal Year 1991 of $18.8 million for the Forest Service Challenge Cost Share Program and $2.4 million for the Fish and Wildlife Service wetlands cost share program. Of the total amount for the Forest Service, we note The Nature Conservancy's interest in continuing to cooperate with the agency in the areas of threatened and endangered species ($2.5 million) and research ($500,000).

The Fish and Wildlife Service proposes a $2.4 million private/federal cost share program to focus on proposals that exclusively benefit wetlands; this is in lieu of the past Challenge Grant program. The Nature Conservancy and the Fish and Wildlife Service have worked together to acquire certain National Wildlife Refuges with wetland values. Some of these refuges now have management needs; it would be appropriate to allocate funds on a cost-share basis to ensure that these needs are addressed.

We recommend an increase of $500,000 over the Administration's request for the Bureau of Land Management, for a total appropriation of $3 million. We are pleased that the Administration states, in the Interior Budget in Brief: "One of the highest priority areas in 1991 is threatened and endangered species management...." We hope to assist in this effort through the challenge grant program.

Two examples of what cost share programs between the Conservancy and federal agencies have accomplished are highlighted: one project in Washington and another in the Greater Yellowstone Ecosystem.

Through a cost share program, the Bureau of Land Management and the Conservancy were able to better understand the temporal and spatial distribution of wintering eagles on our respective properties along the Skagit River. The area is one of the five most important bald eagle wintering areas in the Lower 48 States. The Conservancy had been censusing wintering bald eagles on the Skagit River on a weekly basis, from December through February, for a decade. For the past five years, eagle counts in the first week of December were high (50-100 birds). These large numbers strongly suggest that eagle numbers build from late October through November. The cost share arrangement allowed the census period to be extended.

A two-and-a-half year cost share study project between the Forest Service and the Conservancy is in progress in Idaho. The study goal is to initiate monitoring programs on research natural areas (RNAs), one of which was burned during the 1988 North Fork fire in the Greater Yellowstone Ecosystem. One objective of the study involves establishing permanent baseline monitoring plots to determine successional changes over time; another is to make a first assessment on the impact and recovery of natural communities from catastrophic occurrence. Valuable information has already been obtained from this assessment. RNAs are the ideal location for permanent plots, offering long-term protection and uninterrupted monitoring opportunities, while reducing the conflicts in lands managed for timber production.

New information developed in this study will provide insight into management alternatives for rehabilitation efforts following natural or man-caused disturbance. Equally important is the information on successional changes following catastrophic disturbance, and initiating monitoring work on RNAs. It is hoped that this can be extended into a five-year monitoring program.

Cost share programs of the federal agencies are successful ventures that stimulate private actions and funds for work on federal land. We urge their continuation at the funding levels we have suggested.

APPENDIX H

Natural Heritage Programs

Conservation decisions must be guided by science. The science of land acquisition is the determination of the precise locations of ecological features such as species, communities and ecosystems. The application of this science is the province of a network of Natural Heritage Programs located in state agencies and in some federal offices. These programs, now comprised of several hundred scientists, use standard procedures to list ecological features, and share methodology and a national database.

The information maintained by the Heritage Programs is used by local, state and federal agencies and by utilities, road builders and developers seeking to direct their projects away from the most environmentally sensitive lands. Conservationists use the information to guide land protection decisions.

Although some federal funds currently support some Heritage activities, The Nature Conservancy advocates much more systematic federal support. The Heritage Programs find their services and information in great demand--about 100,000 requests per year--yet they are chronically understaffed. Funds are needed to hire scientists, conduct surveys, and upgrade data systems. A small investment in these state programs would dramatically advance the science of conservation decisions.

We therefore request an appropriation of $2 million be provided to the Office of the Secretary of Interior for the purpose of making grants to the State Heritage Programs and support for research and development of biological information management systems at the national level.

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE

WITNESS

CHARLES COLLINS, EXECUTIVE DIRECTOR, NATIONAL FISH AND WILDLIFE FOUNDATION

Mr. DICKS. All right. National Fish and Wildlife Foundation, Charles Collins.

Mr. COLLINS. Good morning, Mr. Chairman.

Mr. DICKS. Mr. Collins, nice to have you here. We appreciate your testimony.

Mr. COLLINS. Thank you. I'm here today representing the National Fish and Wildlife Foundation to request $5 million for the foundation and Federal matching funds in the fiscal year 1991 U.S. Fish and Wildlife Service budget.

As you know, Mr. Chairman, the foundation was established by Congress in 1984 to undertake programs that would benefit the Nation's fish, wildlife, and plant resources. We are authorized to receive up to $5 million a year in Federal matching funds.

Under the leadership of this committee, and with your support, from fiscal year 1987 to fiscal year 1990, Congress has provided a total of $12.7 million in Federal matching funds under the National Fish and Wildlife Foundation Establishment Act, starting with $250,000 in fiscal year 1987 and rising to about $4.9 million in fiscal year 1990.

I'm proud to report to you today that over that four-year period, including our fund raising projections for 1990, we will have raised over $38 million in non-Federal matching funds. Clearly, the matching grant program has been a success, and it has provided a tremendous return on the Federal investment.

In calendar year 1989, the foundation matched $5 million in Federal matching funds with about $14.5 million in non-Federal gifts of monies and lands. We funded over 110 projects. Over 98 percent of the monies expended that year went directly to major conservation initiatives, projects and grants, meaning that we have less than 2 percent administrative and fund raising overhead.

Over the last four years, we have funded 224 projects totaling some $24 million. Projects have ranged from habitat projection to endangered species recovery to problem solving research and public education. These projects have been developed and implemented in cooperation with some 145 different partners including 70 conservation groups, 60 State preventional and Federal agencies, 6 foreign partners, and 10 universities.

We provided $18.2 million for 73 habitat acquisition protection and restoration projects, about $1.4 million for 48 research and policy development projects, $1.2 million for 59 public education and leadership training projects, and about $3.2 million for 44 resource management projects including recovery programs for threatened and endangered species.

Our three major initiatives—the North American waterfowl management plan, leadership training for wildlife professionals, and the Federal agency needs assessment studies—have become enormously successful.

The foundation was instrumental in securing the first private, State and Federal matching funds to initiate wetland protection and restoration programs in both the U.S. and Canada under the North American plan.

We were tremendously pleased by the passage of the North American Wetland Conservation Act in 1989, which institutionalized the partnership approach that the foundation helped to pioneer over the last four years.

Our upper-level management training program for the Fish and Wildlife Service and continuing education program for the Forest Service have been widely acclaimed, and we intend to broaden those programs to other Federal agencies and State agencies as well.

The needs assessment reports have become important resource documents for Members of Congress, the administration, and conservation organizations.

In short, the foundation has made tremendous strides. The matching grant program has provided a better than 3 to 1 return for the Federal investment. We have strived at all times to establish the foundation as an apolitical, objective voice for conservation, and I believe that we have achieved that goal as is reflected by our project portfolio, board membership, and operating procedures.

We have also attempted at all times to adhere to the guidelines that this committee has provided to us in that we have not used the matching grant program as a way to simply try to offset shortfalls in Federal funding programs but have really focused on serving as a catalyst to initiate new efforts that appropriately involve both private organizations and Federal agencies.

Mr. DICKS. Let me ask you something. We're trying to get something started in Washington State between the Fish and Wildlife Service and the Washington State Wildlife Department. Could we get some technical help from you all on this effort?

Mr. COLLINS. We'll do what we can.

Mr. DICKS. Upland game birds, you know, wildlife habitat, a cross section.

Mr. COLLINS. We'd be happy to talk to you about that and talk to the appropriate people out there in the State.

Mr. DICKS. Kirk Schmidt is our person that has been leading this effort along with Mark Plenner, who is our regional director, and Mike Bagley on my staff.

Mr. Collins. I'll be happy to talk to you about that.

In closing, Mr. Chairman, we'd just like to thank you and this committee for your support over the years. The matching fund program simply would not have been possible without your support. The success that we have achieved to date would not have been possible without the matching fund program.

We respectfully request that you provide the full $5 million appropriation for us this year.

Thank you very much.

Mr. Dicks. Thank you very much. Appreciate your concise summary.

[The prepared statement of Mr. Charles Collins follows:]

NATIONAL FISH AND WILDLIFE FOUNDATION
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TESTIMONY OF
CHARLES H. COLLINS
EXECUTIVE DIRECTOR
NATIONAL FISH AND WILDLIFE FOUNDATION
REGARDING THE FY 1991 BUDGET

SUBMITTED TO THE SUBCOMMITTEE ON INTERIOR
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES
WASHINGTON, D.C.
MARCH 7, 1990

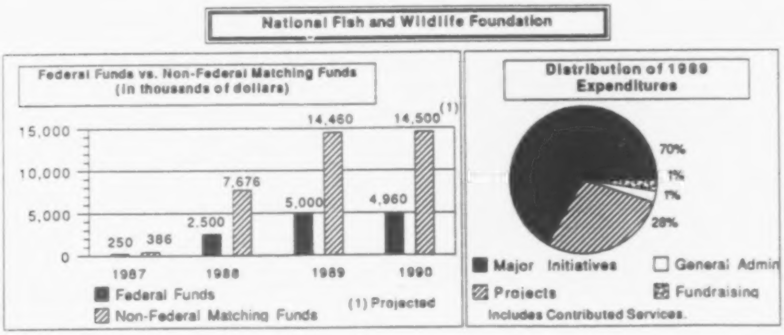
National Fish and Wildlife Foundation
FY 1991 Request for $5 million in Federal Matching Funds

I appreciate the opportunity to testify today before the House Subcommittee on Interior for the Committee on Appropriations. On behalf of the National Fish and Wildlife Foundation, I am requesting $5 million in Federal matching funds in the FY 1991 budget.

The Foundation is a private, non-profit organization established by Congress in 1984 to encourage, accept and administer private gifts and property to further the conservation of the Nation's fish, wildlife and plant resources. Federal matching funds provided by Congress to the Foundation, through appropriations for the U.S. Fish and Wildlife Service, have been key to our success.

The Foundation completed its most successful year to date in 1989 when we raised $14.4 million in contributed funds and land to match $5 million in Federal funds. This was an increase in contributions of more than $6.8 million over 1988 when the Foundation received $2.5 million in Federal money and raised $7.6 million as a match. By any measure these are remarkable returns on the Federal investment. I am particularly proud that our overhead was less than 2% of our total expenses. Over the last four years we have funded 224 projects totalling over $24 million. The projects range from habitat protection, to endangered species recovery to problem-solving research and public education. These projects have been developed and implemented in cooperation with 145 partners, including 70 conservation organizations, and 60 state, provincial and Federal agencies, 5 foreign partners, and 10 universities.

In 1987 Congress amended the NFWF Establishment Act (P.L. 100-240), raising the authorization for Federal matching funds from $1 million over ten years to $30 million over six years. For FY 1989 and FY 1990 Congress provided the full $5 million authorized. The concept of authorized Federal funds to match privately raised monies has been a major ingredient of the Foundation's ability to attract donations from foundations, corporations and individuals. Our record to date of a 3:1 ratio of non-Federal to Federal monies clearly demonstrates the success achieved through matching funds.



	Total Non-Federal Match	Direct	Outside for Canadian Projects
1988	$7,676,000	$3,676,000	$4,000,000
1989	14,460,000	9,460,000	5,000,000
1990 (projected)	14,500,000	9,500,000	5,000,000

The Foundation has a remarkable record for ensuring its funds are invested directly into projects and conservation activities with a minimum of overhead expenses. Since 1988 the Foundation has been operationally self sufficient, no longer relying on the support of the U.S. Fish and Wildlife Service for salaries, office space and other operating expenses. The Foundation's expenses and commitments at the end of 1989 totaled $15,355,000 (excluding outside Canadian matching funds). Over 98% of these funds went directly into substantive conservation programs and projects for fish and wildlife including:

Habitat Protection and Restoration: 73 projects -- $18.2 million. These projects benefit wetlands, endangered species, and non-game resources. Examples range from protection of sensitive Atlantic coastal barrier islands to acquiring bottomland hardwood forests in the southeast, prairie pothole habitat in the midwest, critical elk wintering habitat in the Rocky Mountain region, and wetlands in California's Central Valley. These are cooperative projects with major conservation organizations including The Nature Conservancy, Ducks Unlimited, and National Audubon Society, as well as innovative local and state organizations like the Iowa Natural Heritage Foundation and Oregon Fish and Game Department. We also developed pilot outreach programs for private landowners through the California Waterfowl Association and the Delta Environmental Land Trust in Mississippi.

Research and Policy Development -- 48 projects -- $1.4 million. These efforts address some of the most pertinent and contentious wildlife resource management issues in the U.S., including the Kemps ridley sea turtle, West Indian manatee, northern spotted owl, Atlantic and Gulf Coast striped bass, black-footed ferret, grizzly bear, bald eagle, marbled murrelet, and a multitude of nongame species. In addition, the Foundation is pioneering the development of new technology such as Dr. Michael Scott's "gap analysis," utilizing GIS mapping technology that will pave the way for entirely new ways of looking at and establishing habitat protection goals. The Foundation's Needs Assessment project, which falls under this objective, has enhanced Congressional understanding of Federal agencies' programs and priorities.

Public Education, Leadership Training -- 59 projects -- $1.2 million. These range from developing new wildlife curricula for school systems and teachers' workshops on endangered species, to the development of audio-visual productions, films, brochures and on-site education programs at National Wildlife Refuges. The Foundation has produced films on striped bass conservation, living with grizzly bears, and piping plover management, among others. A broadly acclaimed leadership training program for upper and middle management employees has been developed by the Foundation under contracts with the U.S. Fish and Wildlife Service and U.S. Forest Service.

Resource Management -- 44 projects -- $3.2 million. Several innovative management efforts have addressed some of the highest priority fishery, wildlife, and plant resource issues. Examples include funding recovery projects for the black-footed ferret, construction of the facility to house the second captive flock of whooping cranes, and designing innovative restoration programs for the Atlantic Coast striped bass, Atlantic salmon, and Pacific salmon.

Major Initiatives

Great strides were achieved in our three major initiatives: the Federal Agency Needs Assessment Report, Leadership Training Program, and implementation of the North American Waterfowl Management Plan. We were especially pleased to see the North American Wetland Conservation Act passed by the Congress last December. This Act essentially institutionalized the matching partnerships which the Foundation has helped to forge over the last three years to conserve and restore wetlands.

A. North American Waterfowl Management Plan (NAWMP)

1. In 1988, the Foundation secured $4 million to provide the first U.S. funding to support wetlands protection efforts in six Canadian provinces. Funds derived included: $1 million from Ducks Unlimited, $1 million contributed by 12 states and $2 million from the U.S. Congress. This was matched by $4 million in Canadian funds.

2. The Foundation helped establish the U.S. Implementation Board for the NAWMP consisting of a broad coalition of 17 major U.S. conservation groups and agriculture and timber industries, and Regional Joint Venture Committees, consisting of private, state, and Federal representatives in each of the priority U.S. Regions. (Joint ventures are established in each Canadian province as well.)

3. The Foundation invested $2 million in unrestricted Federal matching funds to acquire and protect priority sites in 34 projects in the U.S. Regional Joint Ventures for the NAWMP. These funds were matched by more than $5 million in private and state funds and contributed lands. The Foundation also secured funding for the "Second Step" Canadian Matching Fund project which included $2 million in FY 1989 Federal funds, matched by $4 million from DU and $3 million from 21 states. The total result is a contribution of $6 million for Canadian projects and $3 million applied to U.S. projects in 21 states. The Canadians provided a $2 million match for the U.S. funds.

B. Leadership Training

At the request of both the U.S. Fish and Wildlife Service and the U.S. Forest Service, the Foundation designed training programs to address the need for enhanced leadership training and education of wildlife and fisheries professionals.

1. **Fish and Wildlife Service Upper Level Management Training.** This program begins with an intensive two-week basic training module followed by two one-week advanced seminars which focus on communications, conflict resolution, political processes, and budget strategies. Participants have rotational assignments of 2-4 months to receive on-the-job skills outside their previous professional experience. The Service strongly endorses continuation of the program, which exposes participants to representatives from the entire spectrum of public and private sectors in both the basic training and advanced seminars. Through this program, many participants received first-time exposure to senior executive branch officials, Members of Congress, representatives of the corporate and development communities, and national and local media figures as well as numerous skill specialists. The payoff is in the enhanced leadership skills of these upper level managers, who will guide major activities in the Fish and Wildlife Service through the next decade.

2. **Forest Service Continuing Education Program.** The Foundation is cooperating with the Forest Service to develop leadership training programs along three distinct lines:

Course Development, Casebook Design, and Scholarships. Scholarships provided by the Foundation allow 10 state and provincial biologists to participate in the Forest Service's Continuing Education Program. We also provide two International Scholarships.

3. Other Federal, State, and University Cooperation. Building on the success of programs with the Fish and Wildlife Service and Forest Service, the Foundation has designed a curriculum for a course to which USFWS, BLM, NPS, and USFS could send representatives as well as directors of state fish and game agencies. The Foundation also has designed college and postgraduate curricula with select Fish and Wildlife Cooperative Research Units and other universities at the graduate level.

4. Internships: The Foundation has developed a series of pilot programs to assist the Fish and Wildlife Service, Forest Service and state fish and game agencies in the recovery of threatened and endangered species. These include: Puerto Rican Parrot, Hawaiian Forest Birds, and Department of the Navy Internships. All have been complete successes. Several new cooperative intern programs are being evaluated for possible funding in 1990.

C. Needs and Assessment Study of Federal wildlife programs.

In 1988 the Foundation published its first Federal Wildlife Agency Needs Assessment Report, a detailed analysis of the FY 1989 budget proposals for six Federal agencies -- U.S. Fish and Wildlife Service, U.S. Forest Service, National Park Service, Bureau of Land Management, National Marine Fisheries Service and selected programs of the Department of Agriculture. The report was funded solely with private grants. It was prepared with the intent of assisting Congressional Committees in their budget deliberations by providing timely and accurate information on the status of Federal natural resource programs. The Foundation delivered the FY 1990 volume to Congress in April, 1989. The FY 1991 Needs Assessment will be ready in April.

In two separate publications, the Foundation has provided a detailed analysis of programs in the U.S. Fish and Wildlife Service and National Marine Fisheries Service, with a view towards the agencies' needs over a five-year period. The Fish and Wildlife Service report was released in December, 1988. It provided an analysis of the strengths and weaknesses of the Agencies' existing programs, relative successes in meeting Congressional mandates, and recommendations for the future. The General Accounting Office (GAO) requested copies to assist in their evaluations and audits of Fish and Wildlife Service programs and policies and conservation groups have cited the study extensively. The National Marine Fisheries Service assessment, published by the Foundation in January 1990, has been praised as a thorough examination of that agency's needs.

Conclusion

In FY 1991 we intend to continue with the successful challenge grant programs and initiatives that have been developed over the last three years and explore new cooperative initiatives with the Departments of Defense and Agriculture and international conservation agencies. As illustrated by this summary of the Foundation's activities, I believe we have demonstrated an excellent ability to effectively use the $5 million in Federal matching funds we are requesting for FY 1991. We at the Foundation believe this is one of the best investments that can be made in support of conserving the Nation's wildlife and fish resources.

APPENDICES

Appendix A: Board of Directors and Staff

Appendix B: Major Donors

Appendix C: Project Cooperators

Appendix D: Project Funding Distribution

APPENDIX A

NATIONAL FISH AND WILDLIFE FOUNDATION
1990 BOARD OF DIRECTORS

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Mike Shlaudeman (Ex-officio effective February, 1988)
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Executive Director

Amos S. Eno
Director of Conservation Programs

Whitney Tilt
Project Manager

William Geer
Coordinator, North American Waterfowl Management Plan

Nancy D. Bradley
Director of Administration

Staff Assistants:

Nancy Green
Leslie Marler
Lewis Nash
DeBajier Tucker
Emilio Williams
Ivelise Velazquez

APPENDIX B

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NATIONAL FISH AND WILDLIFE FOUNDATION
LIST OF DONORS
Corporate

Amer. Fishing Tackle Manufacturer
Amoco Foundation
Amoco Production Co.
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Ducks Unlimited, Inc.
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Gene Bay Associates
General Sports Shows
Germantown Frame Co., Inc.
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Miller Brewing Company
Outboard Marine Corporation
Plum Creek Timber Company
Potomac Electric Power Company
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R.J. Reynolds
R.R. Donnelley & Sons
Rosewood Corporation
Sea Ray Boats
Shell Oil Company Foundation
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Tenneco Oil Expl. & Production
The Collectors Covey, Inc.
The Franklin Mint
The Hofmann Company
The Rosewood Corporation
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NATIONAL FISH AND WILDLIFE FOUNDATION
LIST OF DONORS
Corporate

United Sports & Vacation Shows
UST
Valley Concrete Company, Inc.
Viking Industries
Vulcan Material
Waste Management, Inc.
Weyerhaeuser Company Foundation
White Enterprises, Inc.
Worldwide Philatelic

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NATIONAL FISH AND WILDLIFE FOUNDATION
LIST OF DONORS
Foundations/Organizations

Aisenberg Evergreen Foundation
Alaska Oil & Gas Association
Altermann & Morris Galleries
American Conservation Association
American Forest Foundation
Association of N.W. Steelheaders
Bureau of Reclamation - Salt River
California Waterfowl Assn.
Center for Environmental Education
Charles Engelhard Foundation
Chicago Zoological Society
College of the Atlantic
Combined Federal Campaign
Curtis & Edith Munson Foundation
David & Lucile Packard Foundation
Evansville Sportsmen Club
Fnd. for North American Wild Sheep
Friends of Piping Plover
Gewirz Foundation
Great Lakes Fishery Commission
Intern'l Sportshow Producers Assn.
International Wildlife Foundation
Irving Trust
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Jackson Hole Preserve
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Michigan United Conservation Clubs
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Phoenix Chapt.-Safari Club Int'l
Port Everglades
R. Wild Horse Ranch
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Sport Fishery Research Foundation
Steelheaders Assn. - Sandy River
Student Conservation Assn.
Texas Education Association
The Arnold Arboretum of Harvard Un.
The Clark Foundation
The Homeland Foundation
The Indian Point Foundation
The Knapp Foundation, Inc.
The Laurel Foundation
The Nature Conservancy
The Pew Charitable Trusts
The Richard King Mellon Foundation

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Foundations/Organizations

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Tides Foundation
Trust for Mutual Understanding
United Way - D.C.
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Virginia Wildlife Federation
Wessinger Foundation
Weyerhaeuser Family Foundation, Inc
Wildlife Management Institute
William & Flora Hewlett Foundation
William H. Donner Foundation
World Wildlife Fund - U.S.
Wray Charitable Trust
Wyoming Outdoor Council
Wyoming Wildlife Federation

NATIONAL FISH AND WILDLIFE FOUNDATION
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LIST OF DONORS
State/Federal/Others

City of Chulavista
Commonwealth of Virginia
Illinois Dept. of Conservation
Mississippi Dept/Wildlife Conserv.
State of Arkansas
State of Deleware
State of Louisiana
State of Maryland
State of Minnesota
State of Missouri
State of New York
State of North Carolina
State of Oklahoma
State of Oregon
State of Utah
State of Washington
State of Wisconsin
Texas Parks & Wildlife Department
U.S. Fish and Wildlife Service

APPENDIX C

NATIONAL FISH AND WILDLIFE FOUNDATION
PROJECT COOPERATORS
(January 1990)

International Partners

- Canada
- China
- Mexico
- Africa (Tanzania)
- U.S.S.R.

Federal Agencies

- Army, Department of
- Bureau of Land Management
- National Marine Fisheries Service
- National Park Service
- Navy, Department of
- U.S. Fish & Wildlife Service
- U.S. Forest Service

State Agencies

- Alabama Dept. of Conservation
- Alaska Fish and Game
- Arizona Game and Fish
- Arkansas Game and Fish
- California Fish and Game
- Colorado Department of Wildlife
- Florida Game and Fresh Water Fish
- Georgia Dept. of Natural Resources
- Idaho Cooperative Research Unit
- Idaho Department of Fish and Game
- Illinois Dept. of Conservation
- Indiana Dept. of Conservation
- Iowa Dept. of Natural Resources
- Kentucky Fish & Wildlife Resources
- Louisiana Sea Grant
- Maine Dept. of Inland Fish & Wildl.
- Maine/N.H. Sea Grant Program
- Maryland Dept. of Natural Resources
- Massachusetts Dept. of Fish and Wildlife
- Michigan Dept. of Natural Resources
- Michigan Sea Grant Extension
- Minnesota Dept. of Natural Resources
- Mississippi Wildlife Conservation
- Missouri Department of Conservation
- Montana Fish, Wildlife & Parks
- Nevada Department of Wildlife
- New Hampshire/Maine Sea Grant
- New Jersey DEP
- New York DEC
- North Carolina Wildlife Resources Comm.
- North Dakota Game and Fish
- Nova Scotia Dept. of Lands & Forest
- Ohio Dept. of Natural Resources
- Oklahoma Department of Wildlife
- Oregon Fish & Wildlife Department
- Pennsylvania Game Commission
- Province of Alberta
- Province of British Columbia
- Province of New Brunswick
- Province of Ontario
- Province of Prince Edward Island
- Province of Quebec
- Province of Saskatchewan
- Rhode Island Dept. of Environ. Mgt.
- South Carolina Wildl. & Marine Resources
- South Dakota Game, Fish & Parks
- Tennessee Wildlife Resources Agency
- Texas Parks and Wildlife
- Utah Division of Wildlife
- Virginia Game and Inland Fish
- Washington Department of Wildlife
- West Virginia DNR
- Wisconsin Dept. of Natural Resources
- Wyoming Game and Fish Department

-continued-

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Project Cooperators Continued

Colleges and Universities

Florida, University of
Massachusetts, University of
Michigan, University of
Humboldt State University
Iowa State University
Virginia, University of
Washington, University of
Michoacan University (Mexico)
Mississippi State University
Yale School of Forestry

Private/Interagency Organizations

Alaska Bird Treatment Center
America Fisheries Society
Atlantic States Marine Fisheries Comm.
California Waterfowl Association
Center for Alaskan Coastal Studies
Center for Marine Conservation
Center for Plant Conservation
Centro de Investigaciones de Quintana Roo
Centro Ecologico de Sonora
Chesapeake Bay Foundation
Conservation Fund
Cornell Laboratory of Ornithology
DELTA Environmental Land Trust
Ducks Unlimited
Ducks Unlimited Mexico (DUMAC)
Environmental Law Institute
Grand Canyon Trust
Hawk Mountain Sanctuary Association
IAFWA
Interagency Grizzly Bear Committee
International Crane Foundation
Iowa Natural Heritage Foundation
IUCN - Species Survival Committee
Izaak Walton League
Long Live the Kings
Maine Caribou Project Inc.
Manomet Bird Observatory
Montana Land Reliance
Muscatatuck Natural History Association
National Audubon Society
National Zoological Park
Nature Conservancy, The
Arizona Nature Conservancy
California Nature Conservancy
Illinois Nature Conservancy
Land Trust Exchange
Latin America Division
Maine Nature Conservancy
Missouri Botanical Garden
Massachusetts Nature Conservancy
Montana Nature Conservancy
New Jersey Nature Conservancy
North Carolina Nature Conservancy
Rainforest Alliance
Roberts Rinehart Inc. Publishers
Rhode Island Nature Conservancy
South Carolina Nature Conservancy
West Virginia Nature Conservancy
Northern Rockies Conservation Coop.
Oregon Wildlife Heritage Foundation
Point Reyes Bird Observatory
Pronatura
Rocky Mountain Elk Foundation
Santa Ana Botanical Garden
Sea Turtle Research Center
Seney Natural History Association
Sigurd Olson Environmental Institute
Sport Fishing Institute
Student Conservation Association
Successful Farming Magazine
WETA, Channel 26
Welder Wildlife Foundation
Western Assoc. of Fish & Wildl. Agencies
Western Fdn. for Raptor Conservation
Wildfowl Foundation
Wildlife Management Institute
Wildlife Research Institute
World Wildlife Fund-US
Wyoming Outdoor Council
Wyoming Wildlife Federation

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APPENDIX D

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NATIONAL FISH AND WILDLIFE FOUNDATION
PROJECT LIST AND FUNDING DISTRIBUTION

lEGEND: ED/LT = Education and Leadership Training
HAB/RST = Habitat conservation and restoration
RES/POL = Research and Policy
RESMGT = Resource Management

****

FUNDING CATEGORY: ED/LT

****

PROJECT	FOUNDATION GRANT	NON-FEDERAL FUNDS	FEDERAL MATCH
Alaska Bird Treatment Center	$10,000	$10,000	$0
Arctic Nesting Geese Video	$87,200	$62,200	$25,000
Atlantic Coast Fisheries Challenge	$40,000	$20,000	$20,000
Atlantic Salmon Restoration Ed.	$25,000	$25,000	$0
Buyer Beware Trade Brochure	$75,000	$55,000	$20,000
Chesapeake Bay Poster	$11,542	$6,542	$5,000
Coachella Valley Case Book	$6,916	$6,916	$0
Columbia Refuge Display	$650	$650	$0
Conservation Biology Challenge	$10,000	$5,000	$5,000
FWS Non-Game PSA's	$50,000	$50,000	$0
Fish & Wildlife Licensing Venture	$10,000	$10,000	$0
Fish Disease Poster	$5,043	$5,000	$43
Fisheries Alliance Newsletter	$10,000	$5,000	$5,000
Great Lakes Fishery Film Challenge	$50,000	$25,000	$25,000
Guy Bradley Award, 1988*	$1,000	$1,000	$0
Guy Bradley Award, 1989*	$1,330	$1,330	$0
Interactive Video for Refuges	$57,022	$56,900	$122
Kachemak Bay Coastal Studies	$15,000	$10,000	$5,000
LE: CITES Trade Violations	$1,500	$1,500	$0
LT-Bl-Footed Ferret Casebook Chall.	$30,000	$30,000	$0
LT-Endangered Species Policy Course	$40,000	$40,000	$0
LT-Forest Service Scholarships,'88	$10,000	$10,000	$0
LT-Forest Service Scholarships,'89	$10,000	$10,000	$0
LT-Hawaii Intern Program,'88	$3,675	$3,675	$0
LT-Puerto Rican Parrot Internship	$40,000	$40,000	$0
LT-Timber/Fisheries Casebook	$4,000	$4,000	$0
LT-UMass Leadership Training Course	$1,000	$1,000	$0
LT-US Navy/SCA Intern Program	$0	$0	$0
LT-Upper Level Training Program,'88	$35,000	$35,000	$0
LT-Upper Level Training Program,'89	$37,000	$37,000	$0
LT-Yale Leadership Training Course	$12,103	$12,103	$0
Land Conservation Law Challenge	$30,000	$15,000	$15,000
Lower Snake River Compensation Plan	$50,000	$50,000	$0
Mark Trail Coloring Book Challenge	$4,000	$2,000	$2,000
Muscatatuck NWR Association Loan	$1,500	$1,500	$0
NAWMP-Atlantic Coast PSA Challenge	$13,000	$10,000	$3,000
NAWMP-Audio-visual Project	$28,900	$14,900	$14,000
NAWMP-Central Valley JV Brochure	$20,000	$10,000	$10,000
NAWMP-Country Conservation PSAs	$26,000	$26,000	$0
NAWMP-Farming the Flyways Challenge	$20,000	$10,000	$10,000
NAWMP-NAWMP Promotional Film	$5,000	$5,000	$0
NAWMP-Recognition Fund	$4,000	$4,000	$0
NAWMP-Waterfowl 2000 Newsletter	$12,000	$0	$12,000
NAWMP-Waterfowl Symposium Grant	$5,000	$5,000	$0

**NATIONAL FISH AND WILDLIFE FOUNDATION
PROJECT LIST AND FUNDING DISTRIBUTION**

PROJECT	FOUNDATION GRANT	NON-FEDERAL FUNDS	FEDERAL MATCH
Northern Rocky Mountain Wolf Book	$4,000	$500	$3,500
Outdoor Ethics Conference Support	$2,000	$1,000	$1,000
Piping Plover Video	$16,200	$16,200	$0
Project WILD Videotapes	$20,000	$10,000	$10,000
Recreational Fisheries Conference	$1,554	$1,554	$0
Restless Ribbons of Sand Reprint	$25,000	$25,000	$0
Rocky Mountain Arsenal Book	$28,882	$15,000	$13,882
Rocky Mountain Teachers Workshop	$2,500	$2,500	$0
San Francisco Bay Poster	$10,000	$10,000	$0
Seney NWR Association Loan	$10,000	$10,000	$0
Streamside Forests Reprint	$47,135	$47,135	$0
Striper Video	$40,000	$35,000	$5,000
Timber Wolf Alliance Project	$10,000	$5,000	$5,000
Tropical Conservation Newsbureau	$40,000	$20,000	$20,000
WETA-TV Film Challenge	$20,000	$10,000	$10,000
ED/LT TOTAL	$1,186,652	$942,105	$244,547

lEGEND: ED/LT = Education and Leadership Training
HAB/RST = Habitat conservation and restoration
RES/POL = Research and Policy
RESMGT = Resource Management

****
FUNDING CATEGORY: HAB/RST
****

Beaverkill River Easements	$0	$0	$0
Big Hole River, Montana Challenge	$50,000	$25,000	$25,000
Cedar Island Donation	$1,060,000	$1,060,000	$0
DELTA Easement Challenge	$40,347	$20,000	$20,347
Merrimack River Wetlands	$20,000	$10,000	$10,000
Minnesota Valley NWR Donation	$0	$0	$0
Monongahela Trout Project	$15,000	$7,500	$7,500
NAWMP-1st Step, Buffalo Lake, Alb.	$1,000,000	$500,000	$500,000
NAWMP-1st Step, Grand Lake, N.B.	$94,000	$47,000	$47,000
NAWMP-1st Step, Grove Pine, P.E.I.	$82,000	$41,000	$41,000
NAWMP-1st Step, Matchadash Bay, Ont	$218,000	$109,000	$109,000
NAWMP-1st Step, Nicolette, Ontario	$406,000	$203,000	$203,000
NAWMP-1st Step, Nova Scotia Marsh	$20,100	$20,100	$0
NAWMP-1st Step, Quill Lakes, Sask.	$2,200,000	$1,100,000	$1,100,000
NAWMP-2nd Step, Arkansas	$100,000	$33,333	$66,667
NAWMP-2nd Step, California	$500,000	$166,667	$333,333
NAWMP-2nd Step, Canada Projects	$3,000,000	$3,000,000	$0
NAWMP-2nd Step, Illinois	$100,000	$33,333	$66,667
NAWMP-2nd Step, Kentucky	$60,000	$20,000	$40,000
NAWMP-2nd Step, Louisiana	$100,000	$33,333	$66,667
NAWMP-2nd Step, Minnesota	$150,000	$50,000	$100,000
NAWMP-2nd Step, Mississippi	$25,000	$8,333	$16,667
NAWMP-2nd Step, Missouri	$100,000	$33,333	$66,667
NAWMP-2nd Step, New Jersey	$50,000	$16,667	$33,333
NAWMP-2nd Step, New York	$100,000	$33,333	$66,667
NAWMP-2nd Step, North Carolina	$60,000	$20,000	$40,000

NATIONAL FISH AND WILDLIFE FOUNDATION
PROJECT LIST AND FUNDING DISTRIBUTION

PROJECT	FOUNDATION GRANT	NON-FEDERAL FUNDS	FEDERAL MATCH
NAWMP-2nd Step, Ohio	$28,181	$9,393	$18,788
NAWMP-2nd Step, Oklahoma	$8,000	$2,667	$5,333
NAWMP-2nd Step, Oregon	$25,000	$8,333	$16,667
NAWMP-2nd Step, Pennsylvania	$100,000	$33,333	$66,667
NAWMP-2nd Step, Rhode Island	$25,000	$8,333	$16,667
NAWMP-2nd Step, South Carolina	$400,000	$133,333	$266,667
NAWMP-2nd Step, Tennesse	$718,819	$239,606	$479,213
NAWMP-2nd Step, Texas	$100,000	$33,333	$66,667
NAWMP-2nd Step, Utah	$50,000	$16,667	$33,333
NAWMP-2nd Step, Washington	$100,000	$33,333	$66,667
NAWMP-2nd Step, Wisconsin	$100,000	$33,333	$66,667
NAWMP-ACE Basin Challenge	$1,101,000	$951,000	$150,000
NAWMP-Bayou Bodcau Keystone Project	$100,000	$0	$100,000
NAWMP-Behring Ranch, CA	$100,000	$0	$100,000
NAWMP-Blackwell Bottoms JV	$200,000	$150,000	$50,000
NAWMP-Briggs Marsh, RI	$40,000	$0	$40,000
NAWMP-CA Agricultural Outreach 87	$200,000	$200,000	$0
NAWMP-CA Agricultural Outreach,'89	$195,000	$95,000	$100,000
NAWMP-Cache River IL Challenge	$200,000	$100,000	$100,000
NAWMP-Calif. Wetland Incentives	$200,000	$100,000	$100,000
NAWMP-Cape May NWR Challenge	$500,000	$400,000	$100,000
NAWMP-Central Minnesota Wetlands	$20,000	$10,000	$10,000
NAWMP-Chase Lake Project	$244,000	$122,000	$122,000
NAWMP-Cobscook Bay Challenge	$250,000	$125,000	$125,000
NAWMP-Comertown, MT Challenge	$200,000	$100,000	$100,000
NAWMP-Cosumnes River, CA	$200,000	$100,000	$100,000
NAWMP-Crystal Springs, SD	$200,000	$100,000	$100,000
NAWMP-DU Print Match, Bayou Pierre	$60,000	$37,000	$23,000
NAWMP-DU Print Match, Mobile Delta	$91,000	$0	$91,000
NAWMP-DU Print Match, Montezuma, NY	$150,000	$75,000	$75,000
NAWMP-DU Print Match, Turtle Creek	$90,000	$20,000	$70,000
NAWMP-Gulf Coast Joint Venture	$44,500	$44,500	$0
NAWMP-Keystone WMA, OK	$23,000	$0	$23,000
NAWMP-Lake Thompson, SD	$50,000	$25,000	$25,000
NAWMP-North Landing River Preserve	$711,250	$611,250	$100,000
NAWMP-Ohio River Border Islands	$50,000	$25,000	$25,000
NAWMP-Rice Lakes Water Leases	$3,900	$3,900	$0
NAWMP-Roanoke River Challenge	$200,000	$100,000	$100,000
NAWMP-Tallahatchie River NWR	$600,000	$350,000	$250,000
NAWMP-Wetlands for Iowa Challenge	$80,000	$40,000	$40,000
NAWMP-White/Cache Rivers, AR-	$150,000	$0	$150,000
NAWMP-Wildlife/Private Lands Ext.	$224,000	$112,000	$112,000
NAWMP-Wisconsin Wetland Restoration	$4,000	$2,000	$2,000
Patapsco River Restoration	$175,000	$150,000	$25,000
Squaw Creek NWR Challenge	$50,000	$35,000	$15,000
Sturgeon Lake Challenge	$150,000	$75,000	$75,000
Yellowstone Elk Challenge	$200,197	$100,000	$100,197
HAB/RST TOTAL	$18,262,294	$11,501,246	$6,761,048

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NATIONAL FISH AND WILDLIFE FOUNDATION
PROJECT LIST AND FUNDING DISTRIBUTION

lEGEND:
ED/LT = Education and Leadership Training
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RES/POL = Research and Policy
RESMGT = Resource Management

****

FUNDING CATEGORY: RES/POL

****

PROJECT	FOUNDATION GRANT	NON-FEDERAL FUNDS	FEDERAL MATCH
Black Bear Research Challenge	$20,000	$10,000	$10,000
Black-Footed Ferret in Mexico	$4,000	$4,000	$0
CITES/IUCN Internship	$8,000	$8,000	$0
California Biodiversity Mapping	$0	$0	$0
California Waterfowl Banding	$31,000	$26,000	$5,000
Colorado Plateau Challenge	$30,000	$15,000	$15,000
Cui-ui Pit Tagging	$7,620	$7,620	$0
Cyanide Hazards to Wildlife	$20,000	$20,000	$0
Florida Bald Eagle Research	$30,600	$20,000	$10,600
Florida Bald Eagle Research	$32,482	$21,500	$10,982
Florida Torreya Challenge	$37,000	$18,500	$18,500
Goshute Raptor Project, 1987*	$8,950	$4,450	$4,500
Goshute Raptor Project, 1988*	$8,000	$4,000	$4,000
Grizzly/Flathead Research, 1987*	$25,000	$25,000	$0
Grizzly/Flathead Research, 1989*	$25,000	$19,000	$6,000
Grizzly/Flathead Research, 1990*	$25,000	$25,000	$0
Idaho Biodiversity (GIS), 1988*	$34,000	$17,000	$17,000
Idaho Biodiversity (GIS), 1989*	$34,000	$34,000	$0
Kemp's Ridley Telemetry	$94,163	$90,000	$4,163
LAS Research	$61,200	$61,200	$0
Manatee Research - MMC	$35,000	$35,000	$0
Manatee Telemetry Challenge, 1989*	$60,000	$30,000	$30,000
Manatee Telemetry Project, 1988*	$15,000	$5,000	$10,000
Marbled Murrelet Challenge, 1989*	$20,000	$10,000	$10,000
Marbled Murrelet Research, 1988*	$10,000	$5,000	$5,000
Marine Entanglement Policy Research	$23,500	$20,000	$3,500
NAWMP-Mexican Pintail Challenge	$30,000	$15,000	$15,000
Needs Assessment, FY 1989	$90,000	$90,000	$0
Needs Assessment, FY 1990	$90,000	$0	$0
Needs Assessment, FY 1991	$90,000	$0	$0
Needs Assessment- Agriculture Conf.	$2,000	$2,000	$0
Needs Assessment- NMFS	$70,000	$70,000	$0
Needs Assessment- USF&WS	$70,000	$70,000	$0
New York Birds and Landscape	$30,000	$15,000	$15,000
Ovenbird Model Challenge	$11,400	$5,700	$5,700
Pacific Shorebirds & Wetlands	$20,000	$20,000	$0
Refuge Use by Shorebirds	$21,136	$21,136	$0
Sonoran Bald Eagle Research, 1988*	$9,705	$9,705	$0
Sonoran Bald Eagle Research, 1989*	$9,464	$9,464	$0
Spotted Owl-Prey Research	$40,000	$40,000	$0
Status of the Jaguar Study	$32,000	$32,000	$0
US-USSR Marine Research*	$40,650	$40,650	$0
US/China CITES Exchange	$11,900	$0	$11,900
US/USSR Botanical Research Exchange	$7,250	$0	$7,250

NATIONAL FISH AND WILDLIFE FOUNDATION
PROJECT LIST AND FUNDING DISTRIBUTION

PROJECT	FOUNDATION GRANT	NON-FEDERAL FUNDS	FEDERAL MATCH
Wildfowl Trust Support	$25,000	$25,000	$0
Wolves in Jasper NP Challenge	$23,000	$23,000	$0
Yellowstone Mountain Lion, 1988*	$20,000	$10,000	$10,000
Yellowstone Moutain Lion, 1987*	$20,000	$20,000	$0
RES/POL TOTAL	$1,463,020	$1,053,925	$229,095

lEGEND: ED/LT = Education and Leadership Training
HAB/RST = Habitat conservation and restoration
RES/POL = Research and Policy
RESMGT = Resource Management

****
FUNDING CATEGORY: RESMGT
****

African Elephant Conservation Grant	$100,000	$50,000	$50,000
Alaska Restoration Fund	$28,000	$28,000	$0
Arizona Native Fish Project	$9,600	$4,800	$4,800
Black-Footed Ferret Fund	$84,223	$73,223	$11,000
Bridger/Teton Grizzly & Sanitation	$6,000	$6,000	$0
Calif. Least Tern Mitigation Fund	$50,500	$50,500	$0
Chincoteague Trailer Donation	$12,850	$12,850	$0
Colorado River Fish Recovery Fund	$44,178	$44,178	$0
FWS Maintenance Deficiency Video	$17,000	$17,000	$0
Flora of North America Challenge	$70,000	$35,000	$35,000
Florida Panther\Prey Study	$25,000	$15,000	$10,000
Forest Service Fisheries Fund	$25,000	$25,000	$0
Future 21 Challenge, 1988	$100,000	$50,000	$50,000
Future 21 Challenge, 1989	$900,000	$700,000	$200,000
Grizzly Bear Reward - 1986	$2,000	$0	$2,000
Grizzly Bear Reward - 1988	$2,300	$2,300	$0
Hakalau Forest NWR Donation	$3,000	$3,000	$0
Island Park Grizzlies & Sanitation	$9,100	$9,100	$0
LE: Big Cypress Preserve	$4,112	$4,031	$81
LE: Florida Bald Eagle Settlement	$0	$0	$0
LE: Florida Law Enforcement	$5,000	$5,000	$0
LE: Florida Sea Turtle	$7,500	$7,500	$0
LE: North Carolina Fish Fine	$1,530	$1,500	$30
LE: Red-Cockaded Woodpecker	$300,000	$300,000	$0
Long Live the Kings Challenge	$80,000	$40,000	$40,000
Maine Caribou Restoration Challenge	$50,000	$25,000	$25,000
Mountain Caribou Reward Challenge	$4,000	$2,000	$2,000
NAWMP-CA Agricultural Outreach,'90	$218,000	$109,000	$109,000
NAWMP-CWA Enhancement Incentives	$500,000	$305,000	$195,000
Nevada Bighorn Sheep Restoration	$28,500	$21,000	$7,500
Pinckney Island NWR Donation	$25,000	$20,000	$5,000
Responsive Management	$50,000	$25,000	$25,000
Save the Eagle Project	$70,000	$50,000	$20,000
Shell Oil Vehicle Donation	$12,000	$12,000	$0
Sonoran Pronghorn Challenge	$30,500	$16,000	$14,500
Special Recognition Award, Fall '89	$15,000	$15,000	$0
Striped Bass Restoration	$55,000	$45,000	$10,000

**NATIONAL FISH AND WILDLIFE FOUNDATION
PROJECT LIST AND FUNDING DISTRIBUTION**

PROJECT	FOUNDATION GRANT	NON-FEDERAL FUNDS	FEDERAL MATCH
Totoaba Captive Breeding	$12,000	$6,000	$6,000
Trout Habitat Handbook	$5,000	$5,000	$0
Trumpeter Swan Habitat Challenge	$40,000	$20,000	$20,000
Tuffy Creek Salmon Challenge	$40,490	$20,475	$20,015
Wetland Restoration Manual	$16,000	$16,000	$0
Whooping Crane Recovery	$203,169	$175,000	$28,169
Yellowstone Grizzly Mortality Rpt.	$4,000	$4,000	$0
RESMGT TOTAL	$3,265,552	$2,375,457	$890,095
Approved Projects Total:	24,177,518	$15,872,733	$8,124,785

NOTE 1: Only a portion of FY 1990 Federal Matching Funds were allocated to 1989 projects. The remainder will be allocated in CY 1990.

NOTE 2: Non-Federal funds reported here include only those funds directly received by the Foundation. These funds do not include outside matchs or other leverage obtained by the grantee as a result of the Foundation's grant.

NOTE 3: Projects and the associated funding distributions are assigned to the year projects were authorized by the Foundation's Board of Directors. Totals for federal and non-federal funds in this report may differ from amounts reported in audited financial statements due to AICPA guidelines for reporting project liabilities.

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE

WITNESS

KIMBERLY E. YOUNG, INTERNATIONAL COUNCIL FOR BIRD PRESERVATION

Mr. DICKS. Our next witness is Kimberly Young, International Council for Bird Preservation. Kimberly, we'll put your whole statement in the record. We appreciate your summarizing in five minutes.

Ms. YOUNG. Mr. Chairman and members of the subcommittee, my name is Kimberly Young. I am the United States representative of the International Council for Bird Preservation.

ICBP's United States section consists of 49 member organizations, all of which have scientific expertise in ornithology. The Fish and Wildlife Service has primary responsibility for the conservation of migratory birds dating back to 1918. In 1988, Congress reaffirmed and made more explicit the Service's responsibilities through amendments to the Fish and Wildlife Service Conservation Act. Each year, in consultation with Service personnel, the U.S. section evaluates the Service's budget, as requested by the President, and makes recommendations about the resources needed to fulfill its bird conservation responsibilities.

For fiscal year 1991, ICBP recommends the following appropriations which are in addition to the amounts requested by the President: $860,000 for management of migratory non-game birds, $870,000 for research on migratory non-game birds, $260,000 for implementation of the western hemisphere convention, and $1,363,000 for the conservation of endangered birds.

I will briefly summarize these requests. For more details, I refer you to the attached statement which was prepared by myself and Stanley Senner, chairman of ICBP's U.S. section.

Management of migratory non-game birds. Although the Service does a great deal to monitor bird populations, it does not yet have the comprehensive program required in the Fish and Wildlife Conservation Act, section 13(a)(1).

In fiscal year 1991, we are requesting an additional $860,000 to evaluate existing databases and identify gaps in coverage, to improve and expand existing surveys, to carry out other surveys that are performed on a periodic basis, and to restructure the Bird Banding laboratory. About half of the $860,000 is needed to place an Avian Diversity Coordinator in each of the Service's seven field regions. This step is vital to building a coordinated program involving the Service at the Washington and regional levels, as well as State and private organizations.

Research on migratory non-game birds. Through its wildlife research centers at Patuxent, Denver, and elsewhere, the Service performs research needed to understand the roots of conservation problems and to improve monitoring techniques. Greater efforts are needed, however, to fulfill the Fish and Wildlife Conservation Act, Section 13(a)(2), which requires research on the effects of environmental change in man's activities on birds.

ICBP recommends an add-on of $870,000 to develop new and improved survey and data analysis techniques. Several key field studies will be continued or completed including a major study on the effects of course reparation and other land use changes. Several more studies on the effects of environmental change will be initiated. Although most of this research concerns multiple species, we recommend continuation of work in Alaska on the bristle-thighed curlew and two other declining species, both of which are especially vulnerable following the Exxon Valdez oil spill.

Western hemisphere Convention. Conservation efforts in the Caribbean and Central and South America are vital to any enhanced program for migratory bird conservation. We are extremely pleased with steps taken in the recent years to implement the western hemisphere convention. Maintaining funding for the western hemisphere convention at fiscal year 1990 levels will enable the Service to sustain and follow through on a number of successful projects.

However, the Service's capacity to effectively and efficiently use western hemisphere convention funds, and to identify and respond to new needs, will be greatly enhanced by stationing a representative in Mexico where the Service now participates in more than 40 different projects, at least half of which are initiatives in wetland and waterfowl conservation. We request an additional $260,000 for this purpose and suggest that this be done on a two-year trial basis.

Endangered birds. Island birds are high-risk species. No less than 200 of the 217 species or races of birds known to have become extinct in the last four centuries were island forms. This alarming trend continues today. Two-thirds of today's endangered birds occur on islands. Protection of island birds on the Hawaiian Islands and Puerto Rico, two tropical areas under U.S. jurisdiction, and in which the extinction crisis is particularly grave, need to be a priority.

ICBP recommends an additional $1,363,000 be added for endangered species recovery and research on birds in Hawaii and Puerto Rico. Several key projects would be continued, such as the protection and recovery of the Puerto Rican plain pigeon and protection and recovery of Hawaiian forest birds.

Hawaiian forest birds are declining in numbers, and today 62 percent of the remaining species are endangered. These funds would be used to implement recovery plans for Hawaiian forest birds and to conduct urgently needed research.

In conclusion, ICBP is pleased about the President's choice of John Turner as director of the Fish and Wildlife Service, and we are also excited about the Service's soon-to-be released strategy for the Conservation of Avian Diversity in North America.

Mr. Dicks. Thank you. Your time is gone. We appreciate it.

Ms. Young. Thank you.

[The prepared statement of Ms. Kimberly Young follows:]

INTERNATIONAL COUNCIL FOR BIRD PRESERVATION
UNITED STATES SECTION, INC.

STANLEY E. SENNER, *Chairman*
Hawk Mountain Sanctuary Assn.
Route 2, Box 191
Kempton, PA 19529

RON NAVEEN, *Vice Chairman*
2378 Route 97
Cooksville, MD 21723

FRANCES SPIVY-WEBER, *Treasurer*
National Audubon Society
801 Pennsylvania Avenue, SE
Washington, DC 20003

KATHLEEN S. ANDERSON, *Secretary*
22 Winter Street
Middleboro, MA 02346

Statement of Kimberley E. Young on behalf of the
International Council for Bird Preservation before
the Subcommittee on Interior of the Committee on Appropriations,
March 7,1990, concerning Fiscal Year 1991
Appropriations for Fish and Wildlife Service

Mr. Chairman and Members of the Subcommittee, my name is Kimberley Young, and I am the United States Representative of the International Council for Bird Preservation. ICBP's United States Section consists of 49 member organizations, all of which have scientific expertise in ornithology.

The Fish and Wildlife Service has primary responsibility for the conservation of migratory birds dating back to 1918, and in 1988 Congress reaffirmed and made more explicit the Service's responsibilities through amendments to the Fish and Wildlife Conservation Act.

Each year, in consultation with Service personnel, the U.S. Section evaluates the Service's budget as requested by the President and makes recommendations about the resources needed to fulfill its bird-conservation responsibilities. For Fiscal Year 1991 ICBP recommends the following appropriations, which are in addition to the amounts requested by the President.

--$860,000 for management of migratory nongame birds,
--$870,000 for research on migratory nongame birds,
--$260,000 for implementation of the Western Hemisphere Convention, and
--$1,363,000 for the conservation of endangered birds.

I will briefly summarize these requests, but for more details I refer you to the attached statement, which was prepared by myself and Stanley Senner, chairman of the ICBP's U.S. Section.

Management of Migratory Nongame Birds

Although the Service does a great deal to monitor bird populations, it does not yet have the comprehensive program required in the Fish and Wildlife Conservation Act (Section

MEMBER SOCIETIES OF THE UNITED STATES SECTION
American Museum of Natural History • American Ornithologists' Union • Association of Field Ornithologists • Chicago Zoological Society • Colonial Waterbird Society • Cooper Ornithological Society • Cornell Laboratory of Ornithology • Florida Audubon Society • Hawk Mountain Sanctuary Association • The Humane Society of the United States • Field Museum of Natural History • International Crane Foundation • Los Angeles County Museum of Natural History • Manomet Bird Observatory • Massachusetts Audubon Society • Maine Audubon Society • National Audubon Society • National Wildlife Federation • The Nature Conservancy • New Jersey Audubon Society • New York Zoological Society • Pacific Seabird Group • The Peregrine Fund • Point Reyes Bird Observatory • Raptor Research Foundation, Inc. • Smithsonian Institution • Vermont Institute of Natural Sciences • Western Foundation of Vertebrate Zoology • The Wildlife Society • Wilson Ornithological Society • World Pheasant Association-USA • World Wildlife Fund

13(a)(1)). In FY 1991 we request an additional $860,000 to evaluate existing data bases and identify gaps in coverage, to improve and expand existing surveys, to carry out other surveys that are performed on a periodic basis, and to restructure the Bird Banding Laboratory. About half of the $860,000 is needed to place an Avian Diversity Coordinator in each of the Service's seven field regions. This step is vital to building a coordinated program involving the Service at the Washington and regional levels as well as state and private organizations.

Research on Migratory Nongame Birds

Through its wildlife research centers at Patuxent, Denver and elsewhere, the Service performs research needed to understand the roots of conservation problems and to improve monitoring techniques. Greater efforts are needed, however to fulfill the Fish and Wildlife Conservation Act (Section 13(a)(2)), which requires research on the effects of environmental change and man's activities on birds.

ICBP recommends an add-on of $870,000 to develop new and improved survey and data analysis techniques. Several key field studies will be continued or completed, including a major study on the effects of forest fragmentation and other land-use changes. Several more studies on the effects of environmental change will be initiated. Although most of this research concerns multiple species, we recommend continuation of work in Alaska on the bristle-thighed curlew and two other declining species, both of which are especially vulnerable following the Exxon Valdez oil spill.

Western Hemisphere Convention

Conservation efforts in the Caribbean and Central and South America are vital to any enhanced program for migratory bird conservation, and we are extremely pleased with steps taken in recent years to implement the Western Hemisphere Convention.

Maintaining funding for the Western Hemisphere Convention at FY1990 levels will enable the Service to sustain and follow through on a number of successful projects. However, the Service's capacity to effectively and efficiently use Western Hemisphere Convention funds and to identify and respond to new needs will be greatly enhanced by stationing a representative in Mexico, where the Service now participates in more than 40 different projects, at least half of which are initiatives in wetland and waterfowl conservation. We request an additional $260,000 for this purpose and suggest that this be done on a two-year trial basis.

Endangered Birds

Island birds are high risk species. No less than 200 of the 217 species or races of birds are known to have become extinct in the last four centuries were island forms, and this alarming trend continues today: two-thirds of today's endangered birds occur on islands. Protection of island birds on the Hawaiian Islands and Puerto Rico, two tropical areas under U.S. jurisdiction and in which the extinction crisis is particularly grave, need to be a priority.

ICBP recommends an additional $1,363,000 be added for endangered species recovery and research for birds in Hawaii and Puerto Rico. Several key projects would be continued, such as the protection and recovery of the Puerto Rican plain pigeon and protection and recovery of Hawaiian forest birds. Hawaiian forest birds are declining in numbers and today 62% of the remaining species are endangered. These funds would be used to implement recovery plans for Hawaiian forest birds and to conduct urgently needed research.

In conclusion, ICBP is pleased about the President's choice of John Turner as director of the Fish and Wildlife Service, and we are also excited about the Service's soon-to-be released "Strategy for the Conservation of Avian Diversity in North America." ICBP and our member organizations are eager to contribute their own resources and expertise to build a truly cooperative and comprehensive program in bird conservation. To that end, we look forward to working with the Service's director and his staff as well as the members and staff of this Subcommittee to secure the necessary resources. We thank you for your work in this area over the past several years, and we look forward to your consideration of needs in bird conservation for Fiscal Year 1991.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE, BUREAU OF LAND MANAGEMENT, FOREST SERVICE

WITNESS

SUZANNE C. WILKINS, DIRECTOR OF STATE PROGRAMS, AMERICAN RIVERS, INC.

Mr. DICKS. The Chairman is going to turn the Chair over to Mr. Atkins.

Mr. ATKINS [acting chairman]. Thank you.

Suzanne Wilkins from American Rivers.

Ms. WILKINS. Good morning, Mr. Chairman. Thank you for your marathon sessions today by the subcommittee. You are to be commended for spending this much time before the public who wants to get your attention on all, I'm sure, very critical areas.

Mr. ATKINS. Let me, if I can, just very quickly thank you and American Rivers for your good work on the Sudbury Assabet and Concord rivers in Massachusetts.

Ms. WILKINS. Well, thank you. We're pleased to be working with you and your staff on that important preservation effort.

This morning, sir, I would like to mention four items that American Rivers believes are critical to the funding needs during fiscal year 1991.

As the Nation's principal river-saving organization, we are, of course, interested in protecting the country's outstanding rivers and their landscapes.

One way we try to achieve this is working cooperatively with the Federal Government. Critical to that, of course, is the National Park Service's State and local rivers and trails conservation assistance program. This program, over the past few years, has experienced some good growth, but each year, and fiscal year 1991 is no exception to that, we experience increased requests for funds from the Park Service's assistance program for very worthwhile projects throughout the country.

I have in my written testimony spelled out some specific examples of success where the Federal program has led to the enhancement of rivers and trails through the initial work that the Park Service has done with State and local Government and citizen persons.

Currently, we are experiencing seven rivers assessments that are underway, and there are numerous rivers and trail corridor projects as well as important training efforts.

For fiscal year 1991, we are requesting an appropriation of $6 million for the State and local rivers and trails assistance program. The current level is $3.86 million. As I mentioned, this program continues to grow and does produce good results for the program and resource protection.

Of particular note in this particular program is some of the other kinds of technical assistance above and beyond those funds that do go directly out to the regions. One is a river policy which has three components. The nationwide river's inventory, we believe, should be updated. This was completed in 1982 and needs to be updated, so that not only the Federal Government but State and local persons can have a sense as to what resources they should be focusing on.

I'm also—I hate to use the word "unique"—but there are two other programs that provide once-in-a-lifetime opportunities in the Park Service's technical assistance program. One is for relicensing. As you may be aware, there are a number of licensers, especially in New England, in the upper midwest that will be between now and 1993 having a review for improved flow regimes from existing dams. We will need to look at the recreational as well as fisheries needs as those relicensing applications come before the Federal Energy Regulatory Commission.

The other once-in-a-lifetime opportunity is the surplus Federal properties program. That whole program, as we are starting to look at whether it's military bases or other Federal lands that are changing use, we need to look at the resources that need to be protected on those lands.

The second major area I'd like to talk about is the Park Service's wild and scenic river studies. This area needs some specific additional funding above the current funding level which, for the past several years, has had roughly $400,000. The Farmington, which flows in part through your State, is one particular river that needs additional funding in order to complete the study there.

The third area is the U.S. Forest Service. While the President's budget for recreational management has been good, we still feel that we would like to see an additional $5.3 million afforded to this agency so that the important river work that is underway can continue. In fiscal year 1991, the Forest Service plans to complete studies on 72 rivers, and it would like to begin an additional 35.

Mr. Robertson has made a point that, indeed, these rivers should be studied. He has committed his agency to doing it, but we need the funding to do that.

The fourth and final item I'd like to bring to your attention is the Bureau of Land Management. I looked over the witness list this morning, and it looks like there are only 11 people during the course of today that are going to be mentioning BLM. As you know, this agency oversees some 272 million acres. Needless to say, they have some natural resources on it. Indeed, one-quarter of the rivers currently in the wild and scenic system are on BLM lands.

This agency is indeed beleaguered, and if it is going to implement the recreation 2000 plan, which Mr. Jamison has agreed to continuing, we will need to see additional funds. Specifically, $3 million for fiscal year 1991 for it to complete its wild and scenic study plans over the next few years.

I thank you for your time this morning.

Mr. ATKINS. Thank you very much for your good works.

[The prepared statement of Ms. Suzanne Williams follows:]

American Rivers

TESTIMONY OF SUZANNE C. WILKINS
DIRECTOR OF STATE PROGRAMS
AMERICAN RIVERS, INC.

Before:

THE INTERIOR SUBCOMMITTEE
OF THE
HOUSE APPROPRIATIONS COMMITTEE
FOR FISCAL YEAR 1991 BUDGET

March 7, 1990

801 PENNSYLVANIA AVE., SE
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(202) 547-6900

Thank you, Mr. Chairman, and members of the Subcommittee, for the opportunity to testify here today. My name is Suzanne C. Wilkins, and I am the Director of State Programs of American Rivers, the nation's principal river-saving organization.

Mr. Chairman, there are four funding areas that have become critical to the future of the National Wild and Scenic Rivers System and state scenic rivers systems nationwide. Each of them requires a modest but vital level of budget support as follows:

National Park Service State and Local Rivers and Trails Conservation Assistance

Request of $6 million for FY 1991

For several years, American Rivers has been coming before this Committee in support of the National Park Service's Conservation Assistance Program. Through it, NPS provides vital technical assistance on river and trail projects throughout the country. It provides high-leverage federal dollars that then save the federal treasury millions through state and local action. Some earlier projects, such as the establishment of river protection systems in Maine (1983) and Vermont (1986), attested to that promise.

I am delighted to point out that 1989 was a the most successful year to date for conservation results under this program from among the 102 projects and distinct activities that the Program undertook. More specifically:

* The State of South Carolina passed legislation that strengthens the state's capability to protect and manage rivers and to acquire riverside lands. This law, supported by the power and timber industries in the state, was the direct result of a statewide rivers assessment, completed in 1988, with support from the NPS Rivers and Trails Program.

* Assistance to the Arizona Parks Department to undertake an assessment of riparian areas throughout the state lead to the adoption of an Executive Order to protect river resources and continue state protection efforts.

* The Hinton Waterfront Project, located at the confluence of the New and Greenbrier Rivers in West Virginia, worked with citizens and town officials to develop a strategy to revitalize the community. This project has resulted in the generation of over $350,000 from grants and private

investments.

* Assistance to the State of New Hampshire has led to the establishment of evaluation and nomination criteria for the State's Scenic Rivers Program, with the introduction of 4 rivers in the current legislative session.

There were other notable results as in both rivers and trails projects. Moreover, the future for the program is bright with seven state river assessments underway, river and trail corridor projects active, and important training efforts being carried out.

For Fiscal Year 1990, the Rivers and Trails Coalition asked Congress to restore this program at the $5 million level. Congress appropriated $3.86 million, a small increase over previous years that has enabled the Park Service to establish program staff in all of the regions. For FY '91, American Rivers is requesting an appropriation of $6 million for the State and Local Rivers and Trails Assistance Program. This increase will not only help to address some of unmet requests that come in from various state and local governments and citizen organizations, but also to strengthen further the capacity of the program in each of the regions. To this end, we also believe that the Park Service should increase the number of FTEs it makes available to the program from 45 to 65. This staffing will allow for the use of the increased funding support for additional trained staff needed to respond effectively to state and local conservation assistance requests.

Of particular note in the Conservation Assistance Program is the Rivers and Trails Technical Assistance branch, which works through the regions to respond to state and local requests for assistance on river and trail projects. We believe that the Park Service should continue to be able to respond to the growing number of projects supported throughout the country: $637,000 in FY '86, $748,200 in FY '87, $1.1 million in FY '88, $1.6 million in FY '89, and $2.4 million in FY '90. Currently, Technical Assistance already has over $3.4 million in for project requests for FY '91 from its regions - well above the $2.4 million figure that last year went directly to the regions to support project requests.

Beyond the State and Local Assistance Program, another branch of the National Park Service that American Rivers believes is increasingly important is the River Policy branch. Their work is vital as long term river protection and recreational opportunities are developed on the state, local and federal levels for rivers. Three key projects that this branch will undertake in FY '91 are 1)- a new effort - an update of the Nationwide Rivers Inventory (NRI) 2) a review of Federal Energy Regulatory Commission (FERC) licenses and relicenses to insure that recreational opportunities are considered in the licensing process, and 3) a review of surplus federal property.

The Nationwide Rivers Inventory was completed in 1982 and needs to become a more effective conservation tool, so that it can provide monitoring of federal development activities taking place on the rivers and make recommendations on how such actions may be mitigated until the rivers are formally studied.

There are three reasons that this list warrants attention over the next three years. First, the NRI needs to be expanded and updated in the Western states, so that rivers in that part of the country can be considered for proper state or federal protection. Second, the Inventory does not contain a thorough listing of rivers that would qualify for the national rivers system as recreational components. When the NRI was first undertaken (in the late 70's and early 80's), it was conceived of in two phases, the first being wild and scenic components and the second being recreational. The second phase has yet to be undertaken. As a result, many of those rivers most heavily used for recreation and those that flow through rural areas have not been considered adequately for protection. Third, the Inventory needs to be brought up to date because many of the rivers listed have been destroyed. By our estimates, one in ten has been dammed, channelized, de-watered, overdeveloped, or polluted to a level that would call its eligibility for the national rivers system into serious question.

The second key project of the Policy branch is the review of FERC license and relicense applications. US Fish and Wildlife currently reviews these documents to assess their impacts on natural resources and fish and wildlife, and now - thanks to Congress - the National Park Service looks at the recreational impacts of the hydro projects - assessing river flows for their impacts on fishing and boating. As a result of Congressional action last year, the National Park Service began this important work, which American Rivers believes should continue. This program needs to be expanded, so that it can address the over 200 relicensing applications to be reviewed between now and 1993 and to assure adequate field personnel to assist states and citizens with the complex FERC process.

An important third area of the River Policy branch is surplus federal properties. With the proposed closing of scores of military bases and other federal facilities across the country, an inventory screening of the natural resources, of the rivers and open space worthy of protection needs to occur. Without additional funding, this unique opportunity could be lost.

National Park Service National Wild and Scenic River Studies

Request of $700,000 for FY 1991

For the past several years, the National Park Service has had roughly $400,000 appropriated for national river and trail studies. While the Service has been able to make do with this amount, it has been difficult. Currently, the are 4 Wild and Scenic studies underway : the Hanford Reach of the Columbia River (WA),Coronado Trail(Southwest), the Maurice (NJ) and the Farmington (CT & MA). This latter river is in special need of additional funding in order to undertake its water supply study, mandated by Congress.

By our estimates, there are at least 4 additional NPS Wild and Scenic study bills being presented to Congress this year: the St. Mary's (FL), the Merrimack (NH), the Concord/Assabet/Sudbury (MA) and the Pemigewasset (NH) - thus, roughly doubling the study work load. As a result, we believe that $700,000 is not only appropriate but necessary, if the NPS is to be able to address its mandate from Congress to undertake Wild and Scenic studies.

US Forest Service Wild and Scenic Work

Request of $5.3 million for FY 1991

American Rivers supports the $143 million level of funding in the President's budget for Recreation management. This increase is vital if the US Forest Service is to undertake its recreational goals. Nonetheless, this figure does not take into consideration important ongoing river work.

In November, 1988 American Rivers sponsored a major conference to celebrate the 20th Anniversary of the establishment of the National Wild and Scenic System. At that event agency personnel and conservationists working together developed recommendations on ways to strengthen future river protection in the country. In addition, leading officials of the National Park Service, the Bureau of Land Management and the US Forest Service all pledged to undertake studies to expand the Wild and Scenic Rivers System. Indeed, USFS Chief Dale Robertson committed his agency to add 200 new rivers to the system by 1993.

To undertake that mandate, the Forest Service has initiated a multi-year effort to achieve this goal. In FY '91, the Forest Service plans to complete 72 Wild and Scenic River studies currently underway - through both their Land Management Planning process and Congressionally authorized studies. In addition, the agency will start an additional 35 studies. Thus, American Rivers requests that the Recreation management line in the Recreation Use budget be increased by $5.3 million, so that these 107 studies can occur. This increase in critical, if the Forest Service's target of adding 200 rivers to the Federal Wild and Scenic Rivers System by 1993 is to be met.

Bureau of Land Management Wild and Scenic Studies:

Request of $6 million ($3 in Recreation and $3 million in Planning)

To help this underappreciated and underappropriated agency reach its goal for river protection, American Rivers urges Congress to increase its budget significantly in FY '91. Indeed, to complete its estimated work on Wild and Scenic rivers will take BLM Recreation an estimated $10 million between now and 1995.

Currently, the BLM manages 32 of the 120 rivers currently in the Wild and Scenic System. There are numerous additional candidates on the agency's 272 million acres that should be afforded the opportunity for protection. While the agency does not have comprehensive user counts for river recreation, it had some 4 million user hours through commercial permits alone last year.

At the November, 1988 Wild and Scenic Rivers Conference, then BLM Deputy Director, Roland Robison, committed the agency to undertake 100 Wild and Scenic studies on BLM lands. American Rivers believes there are even more rivers that should receive study by the BLM. However, the BLM will require additional staffing and funding to fulfill effectively its mandate to consider additional potential Wild and Scenic candidates.

BLM Recreation: President Bush's budget for BLM Recreation management recommends $18 million, which will only provide the agency with "custodial care" maintenance of its lands. It does not enable BLM to implement its "Recreation 2000 Plan". This plan, drawn up in 1988 and subsequently embraced by current Director Jamison, recognizes wild and scenic rivers as a resource that needs improved management and protection. To implement this plan fully will require $26 million a year between now and the Year 2000. This chronic shortage of funding in BLM recreation management has grave implications for the future of the Wild and Scenic Rivers System.

To undertake the necessary amendments to its completed RMPs (Recreational Management Plans), the BLM will need additional dollars and personnel. American Rivers has been working with the Bureau over the past four years to assure that all potential Wild and Scenic Rivers on public domain lands are studied as part of the Resource Management Plans.

During FY '90, the Congress approved the first $1 million towards the agency's goal. With those funds, the BLM completed 17 management plans (15 in Oregon, 1 in New Mexico, 1 in California). As the BLM looked at creative ways to supplement its funding, it undertook a challenge cost share program - much of which occurred through partnerships on river activities - which resulted in a 3 to 1 return to the agency.

American Rivers requests that Congress increase the BLM's Recreational budget by $3 million and add 20 FTEs to undertake Wild and Scenic River work. These amounts are an increase the Recreation budget above OMB's current figure of $18 million and a supplement of personnel above the 66 persons in Recreation currently.

BLM Planning: BLM Planning needs additional funds to include professional and comprehensive river studies in the 42 RMPs currently underway. If BLM is to complete all 135 of its plans by the targeted date of 1997, Planning will need increased support. American Rivers requests an increase in the BLM's Planning budget of $3 million for FY '91, so that the agency has sufficient funding to fulfill its mandate for wise planning of the public's resources, including rivers. These additional funds will bring Planning's budget up to $12 million - the amount which this committee approved last year.

Thank you, Mr. Chairman. I will be pleased to respond to any questions you or members of the Subcommittee may have.

NATIONAL PARKS SERVICE RIVERS & TRAILS CONSERVATION ASSISTANCE

FUNDED PROJECTS - FISCAL YEAR 1990

Alaska Region *

Alaska Recreation Rivers Management Plan
Fairbanks 100-Mile Loop Trail
Nenana River Corridor Use Study

Mid-Atlantic Region *

Allegheny Highlands Trail Study (PA)
Ausable River Corridor Study (NY)
Casebook of Multi-objective River Corridor Planning (with WASO)
Chesapeake Bay Connection (MD/VA)
Connecticut Rivers Assessment (with NARO)
Delaware River Greenway Plan (PA)
Elk River Corridor Study (WV)
FERC Relicensing Consultation & Planning (with WASO)
Great Egg Harbor River Conservation Plan (NJ)
Greenbrier River Corridor Study (WV)
Hoosic River Assistance (NY)
Horse-Shoe Trail Study (PA)
Lackawanna County Rails-to-Trail Study (PA)
Lackawanna River Corridor Study (PA)
Leesburg/Loudoun County Greenway Plan (VA)
Louisiana Rivers Assessment (with SWRO)
Mid-Atlantic Regional Trail Plan (with WASO)
Multi-Agency Training Seminar in Flood Plain Corridor Planning (with WASO)
Vermont State Trail Plan (with NARO & WASO)
West Virginia Rivers Assessment (WV)
Westfield River Greenway Plan (MA)
White River Study (VT)

Midwest Region *

Chicago Regional Trails Strategy (IL)
Cuyahoga River/Ohio & Erie Canal Corridor Study (OH)
FERC Relicensing Consultation & Planning (with WASO)
Harrison/Monona Counties River & Trail Assessment (IA)
Meramec River Outreach Project (MO)
Missouri River Corridor Project (NE)
Omaha/Council Bluffs Regional Trails Plan (NE/IA)
Upper Mississippi Protection Strategy (MN)

North Atlantic Region *

Bay Circuit Greenway Plan (MA)
Connecticut Rivers Assessment (with MARO)
D & H Canal Heritage Corridor Plan (NY)
Ecology of Greenways Resource Book (with WASO)
Farmington Canal Rail-Trail Feasibility Study (CT)
Fore River Trail Plan (ME)
Hyde Park Trail Plan (NY)
Long Path Relocation Plan (NY)
New Hampshire Heritage Trail Development (NH)
New Hampshire Rivers Program Planning (NH)
North Atlantic Regional Trail Inventory (with WASO)
Quinebaug Conservation Options Study (CT)
Upper Connecticut River Watershed Plan (VT/NH)
Vermont State Trail Plan (with MARO & WASO)

Pacific Northwest Region *

Idaho Centennial Trail (ID)
Pacific Northwest Regional Trail Inventory (with WASO)
Pacific Northwest Trails Directory (with WASO)
Penisula Trail (WA)
Skykomish River Scenic Assessment Project (WA)
Snohomish Trail (WA)
Success Stories in River Conservation (with WASO)
Washington State Trails Plan (with WASO)

Rocky Mountain Region *

Bear River Project (WY)
Cache La Poudre River Trail Plan (CO)
Crystal River Management Plan (CO)
Historic Burlington Northern Trail Plan (SD)
North St. Vrain Creek Management Plan (CO)
Park City Rail-to-Trail Plan (UT)
River & Trail Training (with WASO)
San Miguel County Trail Plan (CO)
Virgin and Santa Clara Rivers Greenway Plan (UT)

1/90

Southeast Region *

Chattanooga Greenways System Plan (TN)
Florida Rivers Assessment (FL)
Kentucky Rivers Assessment (KY)
Little River Corridor Study (AL)

Southwest Region *

Arkansas Rivers Assessment (AR)
Henryetta to Durant Rails-To-Trails Plan (OK)
Louisiana Rivers Assessment (with MARO)

Western Region *

Arizona Rivers Assessment (AZ)
Bay Area Ridge Trail Plan (CA)
Economics of Greenways Resource Book (with WASO)
Hawaii Streams Assessment (HI)
Merced River Trail Plan (CA)
Otay River Valley Corridor Plan (CA)
Santa Rosa Creek Restoration Corridor Plan (CA)
Santa Margarita River Watershed Conservation Plan (CA)
Santa Ana River Corridor Plan (CA)
Stream Restoration Case Studies (CA)

WASO Projects

Brochure for River & Trail Program
Casebook of Multi-objective River Corridor Planning (with MARO)
Confluence '89 River Conference
Corridorwork Book
Ecology of Greenways Resource Book (with NARO)
Economics of Greenways Resource Book (with WRO)
FERC Relicensing Consultation (with MWRO & MARO)
Land Use Directory for Northeast States
Metropolitan Recreation Corridor Plan
Mid-Atlantic Regional Trail Plan (with MARO)
Multi-Agency Training Seminar in Flood Plain Corridor Planning (with MARO)
National Trail Symposium
North Atlantic Regional Trail Inventory (with NARO)
Pacific Northwest Regional Trail Inventory (with PNRO)
Pacific Northwest Trails Directory (with PNRO)
Rail-to-Trail Seminar Series
Rail-Trail Economic Study
River & Trail Training (with RMRO)
Success Stories in River Conservation (with PNRO)
Vermont State Trail Plan (with NARO & MARO)
Washington State Trail Plan (with PNRO)

*** Each Region also receives allocations for the following:**

1. **Program Administration**
2. **Workshops & consultation**
3. **National Trail Policy Work**
4. **National River Policy Work**

1/22/90

Rivers and Trails Conservation Assistance
Regional Allocations
FY 1986 - FY 1990

	FY 1986	FY 1987	FY 1988	FY 1989	FY 1990
Alaska	15,000	0	3,000	41,000	91,100
Mid-Atlantic	426,000	432,000	484,000	553,000	658,200
Midwest	0	33,000	75,000	109,000	213,700
North Atlantic	35,000	43,200	110,000	208,500	374,300
Pacific NW	60,000	88,000	110,000	143,200	198,400
Rocky Mountain	51,000	74,000	110,000	162,100	179,200
Southeast	50,000	75,000	120,000	93,000	139,800
Southwest	0	0	32,000	72,000	50,900
Western	0	3,000	100,000	282,600	503,000
TOTALS	$637,000	$748,200	$1,144,000	$1,664,400	$2,408,600

PROPOSED WILD AND SCENIC RIVERS ON NATIONAL FOREST LANDS
SCHEDULE FOR COMPLETION OF RECOMMENDATIONS

FY 1990

Big Cr MT
Langford Cr MT
Hallowatt Cr MT
Coal Cr MT
SF Coal MT
Cyclone Cr MT
Mathias Cr MT
Red Meadow MT
Moose Cr MT
Whale Cr MT
Shorty Cr MT
Trail Cr MT
Danaher Cr MT
Youngs Cr MT
White MT
Big Salmon MT
Little Salmon MT
Spotted Bear MT
Quintonkon MT
Sullivan Cr MT
Basin Cr MT
Gateway Cr MT
Strawberry MT
Lake Cr MT
Unnamed FK Lake MT
Clack Cr MT
Granite Cr MT
Morrison Cr MT
Schafer Cr MT

Ltl Bighorn WY

Verde AR
EF Verde AR
Black AR
WF Black AR
Chevelon Cr AR
EF Jemez NM
Pecos NM

Rubicon CA
Big Sur CA
Sespe CA
Sisquoc CA

Nolichucky NC TN
Red KY
Buffalo AK
Ltl Buffalo AK

FY 1991

Kootenai MT
Yaak MT
Big Cr MT
Vermillion MT
Bull MT
Yellowstone MT

N Saint Vrain CO

Henrys Fk ID
Warm ID
Yellowstone WY
E Walker NV
W Walker NV
EF Carson NV CA

NF Mokelumne CA
Mill Cr CA
Deer Cr CA
McCloud CA
Virgin Cr CA
SF Trinity CA
NF Trinity CA
Sacramento CA

Ocoee TN NC
Tellico TN NC
Hiwassee TN
French Broad TN NC
Conasauga TN NC
Watauga TN
Ltl Tennessee TN
Doe TN
EF Pigeon NC
Big Laurel NC
Davidson NC
SF Mills NC
Linville NC
Wilson Cr NC
Cheoah/Sunbird NC
Nantahala NC
Sopchoppy FL

SF Flambeau WI
EF Chippewa WI
SF Jump WI
White WI
Pine WI
Popple WI

FY 1992

Blodgett Cr MT
Lost Horse Cr MT
Running Cr MT
WF Bitterroot MT
Rock Cr MT

Tongue WY

Canadian NM
San Francisco NM
Gila NM

SF Salmon ID
Secesh ID
Big Cr ID
French Cr ID
Monumental ID

NF San Joaquin CA
SF San Joaquin CA
MF San Joaquin CA
San Joaquin CA

Klickitat WA
White Salmon WA
Wallowa OR
SF McKenzie OR
Blue OR
Steamboat Cr OR
Chewaucan OR
Cispus WA
Lewis WA
Clear Fk CowlitzWA
Muddy Fk CowlitzWA
NF Nooksack WA
SF Nooksack WA
Bell WA
Baker WA
Noisy WA
Diobsud WA
Illabot WA
Buck WA
Downey WA
White Chuck WA
NF Sauk WA
Boulder WA
SFStillaguamishWA
Tye WA
Miller WA

FY 1993

Kelly Cr ID
Cayuse Cr ID
NF Clearwater ID
Little N Fork ID
Fish Cr ID
Hungery Cr ID
White Sand ID
Ltl NF ClearwaterID
NF Coeur D'Alene ID
Prck ID
Coeur d'Alene ID
Long Canyon ID
Bargamin Cr ID
Johns Cr ID
Lake Cr ID
Meadbw Cr ID
Slate Cr ID
SF Clearwater ID
Running Cr ID
White Bird ID
Bear Cr ID
Moose Cr ID
Three Links ID
WF Gedney ID
Boulder MT
Madison MT
Gallatin MT
Ltl Missouri MT
Rock Cr MT
WF Rock Cr MT
Lake Fk Rock MT
Stillwater MT
Crooked Cr MT
E Rosebud MT
W Rosebud MT
Copper Cr MT
Ltl Blackfoot MT
Beaver Cr MT
Missouri MT
Smith MT
NF Birch MT
Tenderfoot MT
GreenFKStraightMT
MF Judith MT
N Badger MT
NF Sun MT
SF Sun MT
Dearborn MT

FY 1994

Deadman MT
Browns Canyon MT
Wise MT
Mill Cr MT
S Willow Cr MT
Canyon Cr MT
Warm Sprs MT
Elk MT
WF Madison MT
Clark Fork MT
Clearwater MT
NF Blackfoot MT
Rattlesnake MT
SF Lolo MT
Straight MT

S Platte CO
Crystal CO
SF White CO

Blue AR

Buffalo Fk WY
Gros Ventre WY
Upper Green WY
HobackGraniteWY
Greys WY
Falls ID
SF Snake ID
Deadwood ID
SF Payette ID
SF Boise ID

SF Shenandoah VA
Neches TX

Clarion PA
Kinzua Cr PA
Big Fork MN
Ash MN
Brule MN
Cloquet MN
Manitou MN
EF Rat Root MN
Rice MN
Dark Sturgeon MN
Temperance MN
Vermilion MN
Bay Cr IL

Later

Blackfoot ID
Kettle WA
Ouachita AK
Saline-Alum FK AK

Little Blue IN
Cedar Cr MO
Big Piney MO
Courtois Cr MO
Gasconade MO
Huzzah Cr MO
NF White MO
St. Francis MO

PROPOSED WILD AND SCENIC RIVERS ON NATIONAL FOREST LANDS
SCHEDULE FOR COMPLETION OF RECOMMENDATIONS (continued)

FY 1990

Illinois Bayou AK
NF Illinois AK
EF Illinois AK
MF Illinois AK
Mulberry AK
Big Piney Cr AK
Richland/FallingAK
NFSylamore/Cole AK
Shoal Cr AK
Hurricane Cr AK
Cossatot AK
Ltl Missouri AK

Allegheny PA
Brule WI MI
Carp MI
Sturgeon MI
Indian MI
Whitefish & EB MI
WB Whitefish MI
EB Tahquamenon MI
Ltl Muskegon MI
Muskegon MI
Ltl Manistee MI
White & NB MI
SB White MI
Black MI
Ontonagon MI
EB Ontonagon MI
MB Ontonagon MI
SB&CiscoOntonag.MI
WB Ontonagon MI
Paint & NB MI
SB Paint MI
Presque Isle MI
EB PresqueIsle MI
SB PresqueIsle MI
WB PresqueIsle MI
Sturgeon MI
Yellow Dog MI
EB Pemigewasset NH
NF Pemigewasset NH
Franconia Br NH
Hancock Br NH

FY 1991

Peshtigo WI
Blackwater WV
Cheat WV
Shavers Fk WV
Dry Fk Cheat WV
Shavers FkCheat WV
Glady Fk Cheat WV
Cherry & SF WV
NBofSB Potomac WV
SB Potomac WV
Gauley WV
Cranberry WV
Swift NH
EB Saco NH
Ellis NH
Sawyer NH
Rocky Br Saco NH
Dry NH
Wild Ammonoosuc NH
Israel NH
Ammonoosuc NH
Zealand NH
Bearcamp NH
Wonalancet NH
Whiteface/Cold NH
Peabody NH
Saco NH

FY 1992

WF Miller WA
EF Miller WA
Foss WA
WF Foss WA
EF Foss WA
Deception WA
NF Snowqualmie WA
Skykomish & SF WA
Troublesome WA
W Cady Cr WA
NF Skykomish WA
MF Snowqualmie WA
Taylor WA
Pratt WA
White WA
Methow WA
Chewuch WA
Twisp WA
Lost WA
Pasayten WA
Wolf WA
Duckabush WA
Dungeness WA
Gray Wolf WA
Hoh WA
Quinault WA
Chiwawa WA
American WA
Cle Elum WA
Icicle WA
Napeequa WA
White WA
Wenatchee WA
Entiat WA

Cumberland KY
LtlSF Cumberland KY
Marsh Cr KY
Rock Cr KY
Rockcastle KY
SF Kentucky KY
SF Sta.Camp KY
Station Camp KY

Deerfield VT
Winhall VT
West VT
White VT
New Haven VT

FY 1993

Whiterocks UT
Uinta UT
Yellowstone UT
Lake Fk UT
Rock Cr UT
Salmon ID
EF Salmon ID
Bear Valley ID
Camas Cr ID
Hayden Cr ID
Panther Cr ID
Loon Cr ID
Marsh Cr ID
EF PahsimeroiID
Yankee Fk ID

NF Salmon CA
Wooley Cr CA
Lower Kern CA
Cowlitz WA
EF Lewis WA
Wind WA
Clear WA
Ltl White SalmonWA
Quartz WA
Siouxon WA
Yellowjacket WA
Green WA
Muddy WA
Ohanapecosh WA
Toutle WA
Canyon WA
Granite WA
Ruby WA
Elwah WA
Bogachiel WA

Apalachicola FL
Ochlockonee FL
New FL
Oklawaha FL
Jackson VA
Rio Espiritu San PR
Rio Mameyes PR
Rio La Mina PR
Rio Fajardo PR
Rio Icacos PR
Rio Sabana PR

FY 1994

Big Cr IL
BigGrandPierreIL
Big Muddy IL
Lusk Cr IL

Later

PROPOSED WILD AND SCENIC RIVERS ON NATIONAL FOREST LANDS
SCHEDULE FOR COMPLETION OF RECOMMENDATIONS (continued)

FY 1990	FY 1991	FY 1992	FY 1993	FY 1994	Later
		Otter Cr VT	Barnes Cr NC		
		Roaring Branch VT	Uwharrie NC		
		Lye Brook VT	White Oak NC		
		Wardsboro Bk VT	--------------------		
		Walloomsac Bk VT	Ltl Muskingum OH		
		Booles Bk VT			

Estimated Average Component WSR River Costs

Element	Cost (in $)
Inventory and data analysis	3,000 (2 wm @ 1500/ea)
Pre-eligibility determination	3,000 (2 wm @ 1500/ea)
Eligibility decision documentation	3,000 (2 wm @ 1500/ea)
Scoping/AMS phase	10,000
Interim Management	1,000/mile average?
Interim Management Activity Plan	(As necessary)
Personnel (Interdisciplinary study team) costs:	
Team leader	22,500 (9 wm @ 2500/ea)
Recreation Planner	13,500 (9 wm @ 2500/ea)
Archaeologist	13,500 (9 wm @ 1500/ea)
Wildlife Biologist	13,500 (9 wm @ 1500/ea)
Writer-Editor	13,500 (9 wm @ 1500/ea)
District/Area Support	15,000
Miscellaneous Costs	3,000
Travel	4,000
State Office Cartographic Support	10,000 (4 wm @ 2500/ea)
Draft EIS development & printing	30,000
Public Involvement and Comment Analysis	20,000
Preliminary FEIS and printing	40,000
FEIS, FR notices, transmittals	20,000
Boundary determination/map preparation	15,000
Draft WSR Management Plan	30,000
Final WSR Activity Management Plan	30,000
Implementing Management	(Variable depending on issues and complexity)
Update Existing WSR Management Plan	$25,000
Land Acquisition:	
Scenic easements	(Variable depending on circumstance)
Fee Title	(Variable depending on appraisal)
Total	

BLM RECREATION

TOPIC: Wild, Scenic, and/or Recreational Rivers

The BLM Wild, Scenic, and/or Recreational (WSR) River program consists of 8 distinct yet interrelated parts:

1) identification or inventory,
2) eligibility determination,
3) tentative classification and interim management,
4) study and subsequent suitability recommendation through the RMP/EIS process,
5) legislative reporting,
6) boundary determination and management plan development,
7) final classification, and
8) implementing management once designated.

- The BLM currently administers 21 percent (32 rivers, in 5 States, comprising some 2,000 miles) of all the rivers in the National Wild and Scenic River (WSR) System. Fifteen of these rivers are under existing management plans.

- Preliminary boundary determinations and management plans will be completed on 8 of the newly designated rivers (6 are in Oregon, 1 in California, and 1 in New Mexico).

- Some 25 free-flowing river segments will be evaluated in FY 90 through the BLM's resource management planning process in order to assess which ones possess outstandingly remarkable river values as defined in the WSR Act. However, only the first 3 parts of the WSR process (identification, tentative classification and interim management) will be accomplished. Further study, suitability analysis, and legislative reporting are scheduled for the outyears.

- Congressionally mandated studies, e.g, the Upper Klamath study in Oregon and the Merced River, in California will be studied in FY 1990.

Estimated Workload (FY 1990 and beyond)

50 Studies (Parts 1-4)	$ 5,000,000	(100,000/ea)
Interim Management on 32 Rivers	$ 500,000	(15,000/ea)
40 Legislative EISs	$ 2,000,000	(50,000/ea)
40 WSR Study Reports	$ 1,000,000	(25,000/ea)
Resource Management on 32 Rivers	$ 1,500,000	(50,000/ea)

Estimated WSR Costs:

NPS	Eligibility to LEIS- $50,000 to $400,000 depending on location, controversy, issues, etc.. This is based on the NPS's technical assistance program. If the river segment is in the park, it is generally less.
FS	Studies are done as part of the Forest Plan - $50,000 -$100,000 per study. Amount per study decreases for multiple river segments within the Forest.
Contracts	Average $150,000 per river for eligibility through a written management plan ($70,000 for eligibility/suitability and $80,000 for EIS/management plan)
BLM	Coeur d'Alene District, typical plan amendment for special areas runs from $20,000 to $30,000

Oregon Workload and Cost Analysis:

Workload Assessment	WSR Act	$ Needed	Timeframe
Klamath	Sec. 5(d)	$200,000	2 years
North Fork Malheur	Sec. 5(a)	$440,000	2 years
Boundary determinations	Sec. 3(a)	$10-16,000/ea	1 year
Management Plans	Sec. 3(d)(1)	$20-65,000/ea	3 years
Update Management Plans		$25,000/ea	

BLM PLANNING

RESOURCE MANAGEMENT PLANS -- BUREAU of LAND MANAGEMENT -- 1/1/90

RMP APPROVED BY SECRETARY (1)	State	Start	Draft	Proposed	Approved
Calif. Desert (District/5RAs)	CA	1976	2/80	9/80	12/80
RMPs APPROVED BY STATE DIRECTORS - IN USE (61)					
Glenwood Springs	CO	Pilot	11/82	6/83	1/84
Headwaters	MT	Pilot	5/83	11/83	7/84
Alturas	CA	Pilot	4/83	10/83	8/84
Hollister	CA	82	10/83	3/84	8/84
Billings	MT	82	4/83	11/83	9/84
Kremmling	CO	Pilot	2/83	5/84	12/84
Cassia	ID	81	12/83	6/84	1/85
Powder River	MT	82	2/84	11/84	3/85
Monument	ID	81	5/84	12/84	4/85
Bookcliffs	UT	82	5/84	12/84	6/85
Grand	UT	Pilot	3/83	12/83	6/85
Wells	NV	Pilot	5/83	1/84	7/85
Platte River	WY	82	3/84	11/84	8/85
John Day (P)	OR	83	6/84	11/84	8/85
Coast/Valley (P)	CA	82	5/84	9/84	9/85
San Juan/San Miguel	CO	81	4/84	12/84	9/85
Lahontan	NV	82	10/83-6/84	11/84	9/85
Buffalo	WY	82	5/83-8/84	6/85	10/85
Medicine Lodge	ID	81	9/84	6/85	11/85
Rio Puerco	NM	83	4/85	9/85	1/86
Garnet	MT	83	12/84	9/85	1/86
Shoshone-Eureka	NV	81	6/83	1/84	2/86
Steese (NCA)	AK	82	12/83	11/84	2/86
White Mountain (NRA)	AK	82	12/83	11/84	2/86
South Dakota	MT	83	4/85	11/85	4/86
Kemmerer	WY	83	3/85	12/85	4/86
Box Elder (P)	UT	[illegible]	4/85	10/85	5/86
Yuma (D/2RAs)	AZ	[illegible]	1/85	8/85	5/86
Two Rivers (P)	OR	84	4/85	9/85	6/86
Walker	NV	83	10/84	6/85	6/86
White Sands [now "Caballo"]	NM	84	3/85	9/85	[illegible]/86
Northeast	CO	81	4/84	4/85	9/86
Central Yukon	AK	85	8/85	3/86	9/86
Esmeralda/So.Nye (P)	NV	83	11/84	10/85	10/86
Cedar/Beaver/Garfield/Antimony	UT	81	5/84	11/84	11/86
Grand Junction	CO	83	4/85	11/85	1/87
Egan	NV	82	9/83	9/84	2/87
Elko	NV	84	8/85	6/86	3/87
Piceance Basin (P)	CO	82	4/84	3/85	3/87
Jarbidge	ID	81	10/84	8/85	3/87
Warm Springs	UT	83	4/86	9/86	3/87
Lemhi	ID	83	10/85	7/86	4/87
Spokane (D/2RAs)	OR	83	10/84	8/85	5/87
Lower Gila South (P)	AZ	81	2/85	8/85	5/87
Lander	WY	83	11/85	10/86	6/87
House Range	UT	82	2/86	9/86	10/87
Pocatello	ID	85	1/87	10/87	1/88
North Dakota (D/1RA)	MT	85	1/87	7/87	4/88
Farmington	NM	85	3/87	9/87	6/88
Cascade	ID	83	8/86	8/87	7/88
Taos	NM	84	3/87	10/87	7/88
Washakie	WY	84	11/86	11/87	9/88
Carlsbad	NM	84	3/86	10/86	9/88
West Hi-Line (2RAs)	MT	84	6/87	7/88	9/88
Pinedale	WY	84	3/87	12/87	12/88
Socorro	NM	86	1/88	9/88	1/89
Little Snake	CO	83	2/86	10/86	4/89
Brothers/LaPine (P)	OR	86	10/87	10/88	7/89
Baker	OR	85	4/86	10/86	7/89
Uncompahgre	CO	84	7/87	10/88	7/89
Phoenix	AZ	85	2/88	1/89	9/89

D=District-wide; P=Part of resource area;
NCA=National Conservation Area; NRA=National Recreation Area
Source: BLM Division of Planning and Environmental Coordination (WO760)

B.L.M. -- RESOURCE MANAGEMENT PLANS UNDERWAY & SCHEDULED -- 1/1/90

THIS IS THE SCHEDULE APPROVED IN THE FY90 ANNUAL WORK PLAN. NOTE ONLY THREE (3) NEW STARTS, INSTEAD OF THE ELEVEN (11) PROPOSED BY STATE DIRECTORS; IN ADDITION EIGHT (8) RMPs UNDERWAY ARE SUSPENDED FOR AT LEAST 1 YEAR. -- THIS SCHEDULE ASSUMES THE PLANNING BUDGET WILL BE RESTORED FOR FY 91 AT THE FY 89 BASE LEVEL. EVEN SO, THIS WILL NOT ALLOW BLM TO MEET THE DIRECTOR'S COMMITMENT TO CONGRESS TO COMPLETE ALL RMPs OUTSIDE ALASKA BY 1997.

PROPOSED RMPs [7]	State	Start	Draft	Proposed	Status
San Juan	UT	83	6/86	12/87 & 7/89	Protest
Cody	WY	86	4/88	9/88	Protest
Pony Express	UT	87	5/88	9/88	Protest
Great Divide (Med.Sow]	WY	85	6/87	10/88	Protest
San Rafael	UT	86	9/88	7/89	Protest
Corridor	AK	86	8/87	9/89	Protest
Arcata	CA	86	3/88	9/89	Protest

PLAN NAME	STATE	START	DRAFT
Expect PROPOSED and APPROVAL FY90 [2]			
Ft. Greely*	AK	87	9/88
Ft. Wainwright*	AK	87	9/88
Expect PROPOSED 90/APPROVAL 91 [5]			
Dixie	UT	86	10/89
San Luis	CO	86	9/89
Safford (D/2RAs)	AZ	87	1/90
Three Rivers (P)	OR	87	11/89
Arizona Strip (D/2RAs)	AZ	87	12/89
Expect DRAFT 91/PROPOSED 92/APPROVAL 93 [5]			
Coos Bay] District	OR	87	
Eugene] wide RMPs	OR	87	
Medford] 19 RAs -	OR	87	
Roseberg] simulta-	OR	87	
Salem] neously	OR	87	
88 STARTS: Expect DRAFT AND PROPOSED 90/A-91 [9]			
So.Central (Clearwater)	AK		
Kingman	AZ		
Bishop	CA		
Gunnison Basin	CO		
Bennett Hills	ID	SUSPEND 1 YEAR	
Judith/Phillips/Valley(3 RAs)	MT		
Mimbres[Lords./LasCruces]	NM		
Diamond Mountain	UT	SUSPEND 1 YEAR	
Green River	WY		
ACTUAL 89 STARTS [11]			
Continuing: Draft 90/Proposed 91/Approval 92			
Redding	CA		
Metro [Indio RA, outside CDCA]	CA		
Royal Gorge	CO		
Owyhee	ID		
Big Dry	MT		
Kansas rmp **	NM		
Nebraska rmp **	WY		
SUSPENDED 1 YEAR: Draft 91/Prop. 92/Approval 93			
Alturas [1st Revision]	CA		
Caliente [Also Rev.]	CA		
Tonopah (P)	NV		
Roswell	NM		
Newcastle	WY		
SUSPENDED 2 YEARS: D92/P93/A94			
Henry Mountain	UT		

* RMPs for Military Withdrawals.
** "rmps" = state-wide plans similar to Eastern States); not counted in totals.

PLAN NAME	STATE
[3] SCHEDULED 90 STARTS: ALL ACCELERATED DRAFT 90/PROPOSED 91/APPROVAL 92	
West Arctic [NPRA]	AK
Stateline [Clark County]	NV
Klamath Falls	OR
Oklahoma rmp **	NM
(6) SCHEDULED 91 STARTS: D92/P93/APPROVAL 94	
Lower Gila North (P)	AZ
White River [incorp./Piceance]	CO
Challis	ID
Dillon	MT
Kanab/Escalante (2 RAs)	UT
Grass Creek	WY
Texas rmp **	NM
[7] SCHEDULED 92 STARTS: D93/P94/A95	
Kuskokwim/Lower Yukon	AK
Clear Lake	CA
Eagle Lake	CA
Bruneau	ID
Sonoma-Gerlach	NV
Andrews	OR
Lakeview	OR
[7] SCHEDULED 93 STARTS: D94/P95/A96	
Southern [Forty Mile]	AK
Steese/White Mountain (Rev.]	AK
Folsom	CA
Surprise	CA
Big Butte	ID
Schell	NV
Price River	UT
[6] SCHEDULED 94 STARTS: D95/P96/A97	
Chief Joseph	ID
Emerald Empire	ID
Deep Creek	ID
Caliente	NV
Malheur [North]	OR
Bear River [Rev./Add.]	UT
[5] SCHEDULED 95 STARTS: D96/P97/A98	
Snake River [Rev./Add.]	ID
Paradise-Denio	NV
Jordan [So. Malheur]	OR
Beaver River [Rev.]	UT
Sevier River	UT

Source: Bureau of Land Management, Division of Planning and Environmental Coordination (WO760)

RESOURCE MANAGEMENT PLANS

APPROVED FY 90 ANNUAL WORK PLAN

STATUS: 1979 - 1997

BY YEAR *

FY	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97
STARTS	6	10	14	15	9	7	8	11	8	12	3	6	7	8	6	5	--	--
DRAFTS	0	0	0	10	16	16	9	10	9	1	14	17	7	7	8	6	5	--
PROPOSED	0	0	0	1	11	23	10	8	8	4	7	7	17	7	7	8	6	5
APPROVALS	0	0	0	0	5	11	17	12	9	7	9	5	10	12	7	7	8	6 5 98

CUMULATIVE TOTALS *

	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97
STARTS	6	16	30	45	54	61	69	80	88	100	103	109	116	124	130	135	---	---
DRAFTS	0	0	0	10	26	42	51	61	70	71	85	102	109	116	124	130	135	---
PROPOSED	0	0	0	1	12	35	45	53	61	65	72	85	102	109	116	124	130	135
APPROVALS	0	0	0	0	5	16	33	45	54	61	70	75	85	102	109	116	126	[illegible] 130 13

* TOTALS include AK but not CDCA nor ESO. By 1997 -- in the 10 Western State Offices (covering 14 states) -- 117 RMPs, including the California Desert Plan, will cover ALL of the 142 total Resource Areas. Seven RMPs will have already been revised. In addition, Alaska will have 11 RMPs (1 revision), including 2 for military bases; Eastern States will have completed all its state-wide plans, and state-wide plans will be complete for Nebraska, Kansas, Oklahoma (Resource Area), and Texas.

Source: Division of Planning and Environmental Coordination (WO 760),
Bureau of Land Management, 1/1/90

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESSES

HON. BOB CLEMENT, MEMBER OF CONGRESS
DR. HENRY PONDER, PRESIDENT, FISK UNIVERSITY

Mr. ATKINS. Representative Clement?

Mr. CLEMENT. Thank you, Mr. Chairman. It is a pleasure to be here this morning. I have an opportunity to introduce Dr. Henry Ponder, who is president of Fisk University. Dr. Ponder and I, I guess, have the distinction in Tennessee of being the presidents of two of the three private independent universities in the State.

Mr. Chairman, I will never forget when I first got elected, people would say, "Boy, you're a Congressman now. That's really something." I said, "Well, that's correct, but you're going to have to understand that the last 4½ years they've called me Mr. President."

That was a great experience for me to serve as president of Cumberland University and have the opportunity to work with Dr. Ponder very closely at Fisk University.

I'd like to tell you just a little about Dr. Ponder prior to introducing him. In addition to his higher education positions which have included president of Benedict College in Columbia, South Carolina for 11 years, and president of Fisk University for the past 6 years, Dr. Ponder has been an active leader in the Nashville, Tennessee area.

Dr. Ponder's civic activities include serving on the board of directors of the Better Business Bureau in Nashville, the board of directors, on the Nashville area Chamber of Commerce, chairman of the board of directors of National Association of Equal Opportunity in Higher Education, and he is commissioner of the Education Commission of the State.

We in Nashville are very proud of Fisk University thanks to the efforts of Dr. Ponder. Under his leadership, Fisk University's debt of almost $4 million in 1984 has virtually been eliminated. Enrollment has increased, and we are now in our first year of a three-year restoration program for Fisk University.

Before I introduce Dr. Ponder, I ask unanimous consent to enter into the record my full statement in support of funding the second year phase of Fisk University's restoration program.

Mr. ATKINS. Without objection, the statement will be entered into the record.

[The prepared statement of the Honorable Bob Clement follows:]

BOB CLEMENT
5TH DISTRICT, TENNESSEE

COMMITTEE ON
PUBLIC WORKS AND TRANSPORTATION

COMMITTEE ON
MERCHANT MARINE AND FISHERIES

CONGRESSIONAL TRAVEL AND
TOURISM CAUCUS
STEERING COMMITTEE

DEMOCRATIC STEERING AND
POLICY COMMITTEE

Congreſs of the United States
House of Representatives
Washington, DC 20515-4205

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TESTIMONY OF
THE HONORABLE BOB CLEMENT
BEFORE THE
INTERIOR APPROPRIATIONS SUBCOMMITTEE
MARCH 7, 1990

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

LAST YEAR YOU MAY RECALL THAT I TESTIFIED BEFORE THE INTERIOR APPROPRIATIONS SUBCOMMITTEE IN BEHALF OF FISK UNIVERSITY TO ASK FOR YOUR ASSISTANCE IN RENOVATING THE CAMPUS OF FISK UNIVERSITY.

BECAUSE OF ITS HISTORICAL SIGNIFICANCE, AND ITS CONTRIBUTION TO THE HIGHER EDUCATION OF BLACK PEOPLE, THE ENTIRE CAMPUS OF FISK UNIVERSITY HAS BEEN DESIGNATED AS A NATIONAL HISTORICAL SITE. THE OLDEST BUILDING ON THE CAMPUS IS THE OLD "RAILROAD HOSPITAL" WHICH WAS CONSTRUCTED PRIOR TO 1865 AND IS THE FIRST BUILDING IN WHICH FISK CLASSES WERE HELD. THE WOODEN FRAME BUILDING WAS CONVERTED TO A THEATRE AND IS NOW KNOWN AS THE LITTLE THEATRE. THIS STRUCTURE IS LISTED ON THE NATIONAL

HISTORICAL REGISTER OF HISTORIC PLACES.

THE FIRST CAMPUS BUILDING CONSTRUCTED BY AND FOR FISK UNIVERSITY IS JUBILEE HALL. THIS STRUCTURE WAS BUILT WITH FUNDS SENT BACK TO THE STRUGGLING SCHOOL BY THE TOURING JUBILEE SINGERS. JUBILEE HALL HAS BEEN DESIGNATED A NATIONAL HISTORICAL LANDMARK. A SERIES OF THREE GRANTS FROM THE U.S. PARK SERVICE ENABLED RESTORATIONS OF THE JUBILEE HALL EXTERIOR AND HALTED STRUCTURAL DETERIORATION. CONTINUATION OF THIS FUNDING IS BEING SOUGHT TO PERMIT INTERIOR RESTORATION.

FISK'S VAN VECHTEN GALLERY, WHICH IS LISTED ON THE NATIONAL HISTORIC REGISTER, WAS THE SCHOOL'S ORIGINAL GYMNASIUM. THE BUILDING WAS COMPLETELY RESTORED TO HOUSE FISK'S STIEGLITZ COLLECTION OF MODERN ART. PRESENTED TO THE UNIVERSITY BY THE AMERICAN ARTIST GEORGIA O'KEEFFE, THIS COLLECTION IS THE OUTSTANDING ONE OF ITS KIND IN THE SOUTH AND ONE OF THE IMPORTANT COLLECTIONS OF MODERN ART IN THE COUNTRY.

OTHER BUILDINGS ON THE FISK CAMPUS LISTED ON THE NATIONAL HISTORICAL REGISTER ARE THE FISK CHAPEL, ACADEMIC BUILDING, TALLEY-BRADY SCIENCE LABORATORIES, HARRIS HOUSE (MUSIC ANNEX) AND THE ADMINISTRATION BUILDING. THE LATTER FIVE BUILDINGS ALONG WITH THE PREVIOUSLY MENTIONED LITTLE THEATRE

ARE IN MAJOR NEED OF REPAIR AND RESTORATION. WHILE THE ROOFS ON ALL SIX HAVE BEEN REPEATEDLY REPAIRED TO PREVENT WATER DAMAGE, INTERIOR AND EXTERIOR DETERIORATION IS ADVANCED AND CONTINUING. PLUMBING AND ELECTRICAL SYSTEMS ARE DETERIORATED. EXTERIOR WALLS SHOW EFFLORESCENCE AND INTERIOR WALLS HAVE CRUMBLING PLASTER. MASONRY IS CRACKED AND BREAKING. BUILDING DO NOT MEET STATE AND LOCAL CODES.

COLLEGES AND UNIVERSITIES WITH BUILDINGS MUCH MORE RECENTLY CONSTRUCTED THAN FISK'S HAVE DIFFICULTY SECURING THE FUNDS NECESSARY TO REPAIR AND RENOVATE THESE STRUCTURES. THE OLDER - HISTORIC - BUILDINGS ARE MUCH MORE EXPENSIVE TO PRESERVE AND MAINTAIN. NONE THE LESS, THE IMPORTANCE OF THESE STRUCTURES TO FISK, THE BLACK COMMUNITY AND TO BLACK HIGHER EDUCATION AND INTELLECTUAL ACHIEVEMENT REQUIRES THAT EVERY EFFORT BE EXPENDED TO PRESERVE THESE SYMBOLS FOR FUTURE GENERATIONS.

THE TUITION CHARGED BY FISK IS AMONG THE LOWEST IN THE COUNTRY AND YET NEARLY 90% OF FISK STUDENTS REQUIRE FINANCIAL ASSISTANCE. MANY STUDENTS ARE THE FIRST IN THEIR FAMILY TO ATTEND COLLEGE AND TOTAL FAMILY ANNUAL INCOMES OF $17,000 ARE NOT UNUSUAL. THE FUNDS WHICH THE UNIVERSITY CAN RAISE ANNUALLY FROM ALUMNI, CORPORATIONS, FOUNDATIONS AND FRIENDS ARE

NECESSARY TO MAKE UP THE DIFFERENCE BETWEEN TUITION AND THE COST OF PROVIDING STUDENTS' EDUCATION. REGRETTABLY NO FUNDS REMAIN FOR HISTORICAL PRESERVATION AND RESTORATION. FOR THESE REASONS FISK UNIVERSITY SEEKS YOUR ASSISTANCE.

LAST YEAR, WITH YOUR ASSISTANCE AND SUPPORT, FISK UNIVERSITY SECURED $986,400 TO IMPLEMENT THE FIRST YEAR OF A THREE-YEAR RESTORATION PROGRAM. THIS YEAR, WE ARE REQUESTING $4,950,000 TO RESTORE AND PRESERVE TELLEY-HALL, ACADEMIC BUILDING AND MEMORIAL CHAPEL.

I AM DEEPLY APPRECIATIVE OF YOUR PAST SUPPORT AND THANK YOU FOR CONSIDERATION OF THIS REQUEST. I WILL BE HAPPY AT THIS TIME TO ANSWER ANY QUESTIONS OR PROVIDE ANY ADDITIONAL INFORMATION YOU MAY NEED.

Mr. CLEMENT. It is my distinct pleasure and high honor to introduce to you Dr. Henry Ponder, president of Fisk University.

Dr. PONDER. Thank you, Representative Clement, Mr. Chairman, and other members of the committee.

I would like to express the sincere gratitude of Fisk University, and our alumni across the Nation, for the continued appropriation of $986,400 which will restore two of our earliest campus structures dating to the 1860s. A union Army hospital barrack given to Fisk University in 1865 as a site for its first classes and now used as a small theater will be restored to its original condition.

We will also restore a small Victorian home constructed on campus around the same period by an early Fisk trustee and now in use for music classrooms and studios.

I come to you today to request continuation of this program with an appropriation of $4.95 million which will restore three more campus buildings, each listed on the national historic register and a part of the Fisk campus historic district.

With this funding, we will restore our academic building constructed in 1908. It was the university's first library and was funded by Andrew Carnegie. President William Howard Taft laid the cornerstone. The architect for the building was one of the first African-American architects in America. The firm which he founded in Nashville still designs buildings today. The building houses classrooms, faculty offices, a computer lab, and student radio lab.

Also to be restored in this second phase is Talley-Brady science building built in 1931. Drs. Talley and Brady were two of the first African-Americans to receive a Ph.D. in chemistry. Presently in this outmoded building, Professor Enrique Silberman works on experiments that have been carried aboard NASA's space shuttle.

Professor I.W. Elliott studies substances proven effective in inhibiting the AIDS virus. Dr. Robert Wingfield is studying the detection of explosives for the FAA. A substantial number of African-American physicians, dentists, and scientists working today have received their undergraduate science education in this building.

We will also restore the Fisk chapel, an 1892 building with unique academic architectures that serves as a place for students and faculty to listen to and react to America's leaders. The building has been host to Dr. Martin Luther King, Jr., Reverend Jesse Jackson, Marian Anderson, W.C. Handry, Thurgood Marshall, Booker T. Washington, Duke Ellington, Spike Lee, Vice President Dan Quayle, and First Lady Barbara Bush, and many others who excel in their fields. The chapel is the home performance site for the world-famous Fisk Jubilee Singers who, from 1871 to 1875, postponed their education and toured the eastern United States and Europe to raise funds for the construction of our jubilee hall, the first building in this country specifically built for the education of African-Americans.

Because we endeavor to keep our tuition as low as possible and provide as much scholarship support as possible, in response to the financial needs of our students, very little operating money can be devoted to the restoration of historic buildings.

Perhaps more than any other educational institution, Fisk University stands as a symbol in the African-American community nationwide of the achievements that are possible through an education of excellence that still stresses strict academic standards. In proportion to our enrollment, more Fisk graduates achieve the Ph.D. than the minority graduates of any other U.S. educational institution.

Your approval of this continuing appropriation will send a message nationally to the African-American community that educational excellence does not deserve second-class facilities but is instead to be rewarded and held up to the Nation as an example to be emulated.

Mr. Chairman and Members of Congress, we invite you to visit the historic Fisk campus. We are grateful for your past support, for your attention, and for your consideration of this request.

Thank you very much.

Mr. **Atkins**. Thank you, Dr. Ponder. You have a very effective advocate in Congressman Clement, and we appreciate his input.

Dr. **Ponder**. Thank you.

[The prepared statement of Dr. Henry Ponder follows:]

Congressional Testimony

by Dr. Henry Ponder, President, Fisk University
before the
House Appropriations Subcommittee for Interior
and Related Agencies

Chairman Yates, Members of Congress:

I would like to express the sincere gratitude of students, faculty, and administrators of Fisk University, as well as our thousands of alumni across the nation for the continuing appropriation of $986,400 which will restore two of our earliest campus structures, dating to the 1860's. A civil war Union Army hospital barracks given to Fisk in 1865 as a facility in which to hold its very first classes, and now used as a small theatre, will be restored to its original condition. We will also restore a small Victorian-Italianate cottage constructed on campus around the same period, by an early Fisk Trustee. This Trustee saw to it that all nine of his children subsequently graduated from Fisk University. I come to you today to request continuation of this program with an appropriation of $4.95 million which will restore three more campus buildings, each listed on the National Historic Register and a part of the Fisk Campus Historic District.

The completion of this second phase, would leave only one more historic campus building to be restored the third year. We estimate the third year cost for renovating the Administration Building at $3.495 million. Current work is under the direction of Barge, Waggoner, Sumner and Cannon, a local architectural and engineering firm with substantial experience in historic preservation. Work is being done under the supervision of the Atlanta office of the U.S. Park Service.

With the funding requested today we will restore our Academic Building constructed in 1908. It was the University's first library and was funded by a gift from Andrew Carnegie. President William Howard Taft laid the cornerstone. The architect for the building, Moses McKissack, was a graduate of Fisk and one of the first black architects in America. The firm which he founded in Nashville still designs buildings today. This building currently houses classrooms, a microcomputer lab, a student radio lab and faculty and other offices.

Also to be restored in this second phase is Talley-Brady Science Building built in 1931. At the time of its construction it was one of the most modern, functional and well equipped academic laboratories in the South. Dr. Thomas Talley and his student, Dr. St. Elmo Brady both served as Chairman of the Fisk Chemistry Department. Drs. Talley and Brady were two of the first blacks to obtain the Ph.D. in Chemistry. Dr. Talley was invited by the federal government to become a member of the Manhattan Project to develop the atomic bomb, but he declined for ethical reasons. This building now houses chemistry and physics laboratories for both teaching and research. Biology, Physics and

Chemistry lectures are held in the building. For a small liberal arts college a remarkable amount of scientific research is done at Fisk, mostly for government agencies. In the Talley-Brady Labs, Dr. Enrique Silberman, Physics Professor, is working on the characterization of crystals grown aboard NASA's space shuttle in the zero gravity environment of outer space. Professor I.W. Elliott studies substances proven effective in inhibiting the AIDS virus. Dr. Robert Wingfield is studying methods for the detection of explosives for the FAA. The Fisk Infrared Institute, a national leader in this field, is held here annually. A substantial number of black physicians, dentists and scientists working today have received their undergraduate science education in this building. The structure has never had substantial renovation. It is seriously deteriorated and will require major plumbing, electrical and HVAC work.

The Fisk Chapel will also be restored under the second phase of Fisk's historic preservation effort. Funds for the construction of this 1892 structure were left to the University in the form of appreciated railroad stock by General Clinton Fisk, a founder of the University. This building is one of this country's finer examples of High Victorian Picturesque architecture. The Fisk Chapel serves as a place for faculty and students to convene, listen and react to America's leaders. The building has been host to Martin Luther King, the Reverend Jesse Jackson, soprano Marian Anderson, the father of jazz, W.C. Handy, Thurgood Marshall, Booker T. Washington, Duke Ellington, Robert Altman, Spike Lee, Vice President, Dan Quale and First Lady Barbara Bush among many other heads of state and American leaders. The Chapel is the home performance site of the famous Fisk Jubilee Singers. Reroofing exterior repair cleaning and sealing are required. Plumbing, electrical and HVAC systems must be reworked.

Fisk is active in seeking non-federal funding for the renovation and repair of non-historic campus buildings. Two challenge grants from private foundations were recently successfully matched and will now permit the renovation of two other campus buildings. The largest portion of funds raised by Fisk however must be used to make up the difference between the tuition paid by students and the total cost for educating each student. Substantial funds are devoted to scholarships as well. Fisk tuition now stands at $2,300 per semester, an exceptionally low figure, by anyone's standards. However, the University endeavors to satisfy the needs of the nearly 90% of our students that require financial aid. In doing this, the University annually operates under a balanced budget. Recently, the University successfully completed a $25 million, five-year fund raising campaign, exceeding the goal by $2.5 million. A substantial portion of these funds were needed for University operational funds and balancing budgets. However, we were able to increase our endowment, renovate some buildings, acquire some new furniture, increase scholarships and provide funds for faculty development. In response to carefully planned efforts, Fisk has had substantial enrollment increases in each of the last five years. Planning calls for enrollment to reach 2000 students by 1995. This will be accomplished without sacrificing admissions and academic standards.

Academic quality and achievement have always been the overriding goals at Fisk. According to our founding charter written in 1865, Fisk was "to measure itself by the highest standards, not of Negro education, but of American education at its best." This precept has been the central focus of the University's mission during the intervening 124 years. It is central to our thinking today and our planning for the future.

Following its founding at the conclusion of the Civil War, Fisk quickly outgrew its donated war-surplus classrooms. Financial support was exceptionally difficult to come by and daily operational expenses more than drained those scant financial resources which faculty and administrators could raise while they were not teaching. Only 5 years after its founding the new school was faced with closing unless additional funds could be raised.

At this point a decision was made to send a small group of exceptionally talented student singers on a fund raising musical tour to the Northeast. This group had been having considerable success in surrounding communities presenting programs of Negro spirituals. However, the student-musicians were young and unsophisticated and racial equality was far from a reality in either the North or the South. Their Fisk music professor and this group of 9 singers were to suffer major hardships in the early days of their touring, among them small audiences - and fees, sufficient in many cases only to enable the group to get to their next engagement. In spite of their own troubles, the singers, now known as the Jubilee Singers, were not oblivious to the plight of others. Following two concerts in Chillicothe, Ohio, where the group had earned a total of $50, they learned that a fire had destroyed a major part of Chicago and inflicted great human suffering. The singers promptly donated their $50 in earnings to a fund for the fire victims.

This tour, which introduced the spiritual to the world as an art form, went on to eventual major, highly acclaimed success both in America and Europe with command performances before the President of the United States, Queen Victoria of England and other heads of state. Sufficient funds were secured over 5 years of touring to purchase the present site of Fisk University and to erect Jubilee Hall. This building, now a national historic landmark, is the first permanent structure, built in the U.S. specifically for the education of black people.

Fisk University progressed from its humble and struggling beginning to become the flagship of this country's historically black colleges and universities. Eminent scholars of various races and academic disciplines have become over time, members of the Fisk faculty. All were dedicated to providing "American education at its best." From the beginning, they developed a reputation for the enforcement of strict academic standards and yet they have always remained sensitive to the differing personalities of the students they teach and always anxious to provide extra help to willing learners. Historically rich archival and literary collections that have come to the University over many years help to broaden student perspectives. This is accentuated by the variety of campus architecture ranging from historically significant victorian structures, each with its own story of sacrifice or achievement, to the sleek contemporary lines of Fisk's library. One of the finest collections of modern and African art in the country is housed on the Fisk campus. Much of it was donated by American artist Georgia O'Keeffe and substantial portions are representative of the work of the finest black artists. All help to provide students with an appreciation of that which is known by students and alumni as "the Fisk Experience."

Those who are given to rating the various attributes of U.S. colleges and universities have always concluded that Fisk is a place where students come to study and learn as opposed to some other institutions where studying and learning are only two among hosts of other activities vying for student attention. This is verified by the generations of Fisk graduates that have achieved careers of leadership and distinction in music, business, race relations, art, education, science, medicine, the Law and public service.

While Fisk's tuition is well below the national average, as are expenses for each student's education, results far above average are achieved. Nearly 65% of Fisk graduates go on for advanced study at the most prestigious schools in this country and abroad. One out of every six black physicians, dentists and attorneys in America have received their undergraduate education at Fisk. In proportion to our enrollment, more Fisk graduates achieve the Ph.D. than the minority graduates of any other U.S. educational institution, whether historically black or predominantly white.

Not only has Fisk University provided more than its share of black leaders who have achieved careers of major significance and service in almost every endeavor, but in the black community Fisk stands as the symbol for all that can be achieved through the benefits of higher education. While Fisk does not seek or desire the slick accoutrements of higher education enjoyed by many of our larger more affluent universities, it does strive to maintain with some degree of pride and dignity, its historical position as a leader in black education, its unequivocal devotion to educational excellence and its role as a symbol for the advancement that can be achieved through higher education.

The continuation of Fisk's historic restoration program with an appropriation of $4,950,000 will send a message nationally to members of all races that educational excellence is to be rewarded and not discouraged; that through educational excellence, this country achieved and will retain its position of world leadership; and that educational excellence is to be rewarded and emulated.

Mr. Chairman and Members of Congress, we invite you to visit the Fisk campus. We are grateful for your support, your attention and for your consideration of this request.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE, BUREAU OF LAND MANAGEMENT, FOREST SERVICE

WITNESSES

SUSAN HENLEY, EXECUTIVE DIRECTOR, THE AMERICAN HIKING SOCIETY

ZANE SMITH, MEMBER OF BOARD, THE AMERICAN HIKING SOCIETY

Mr. ATKINS. Susan Henley, the American Hiking Society.

Ms. HENLEY. I'm going to defer and let Zane Smith speak on behalf of our organization.

Mr. ATKINS. Fine. Go ahead, Mr. Smith.

Mr. SMITH. Thank you, Mr. Chairman.

The American Hiking Society appreciates the subcommittee's interest and strong support for trails in the past.

My name is Zane Smith. I am a member of the Board of Directors of the American Hiking Society. Susan Henley is our executive director. We are a nonprofit organization representing over 450,000 hikers across the country. We have nearly doubled our ranks since the last time we appeared before this committee which, I think, reflects the growing interest of the public in trails.

Our statement contains our recommended budget for the trail-related activities of the major land-managing agencies. I will highlight the key points of our statement for you.

First, we support the entire land and water conservation fund program as presented in the conservation alternative for fiscal year 1991. Those that most closely affect hikers are the Appalachian Trail, the C&O Canal, the Bizz Johnson Trail in California, the Big Wood River in Idaho, and the Pacific Crest Trail in California.

We are disappointed that the rivers and trails conservation programs were dropped from the administration's budget request. These programs are not intended for funding if trails are on Federal lands. The National Park Service uses these funds to assist states and localities in extending trails on the other public and private lands.

We believe this technical assistance leverage is meritorious activity at the State and local level and should be reinstated.

Mr. Chairman, we can be proud of our long distance national scenic and historic trail system. We are concerned, however, that the Administration's proposal would eliminate funding for the National Park Service management of the system.

Although the Appalachian and Pacific Crest trails are nearly complete, the other six trails in the system are only 30 percent complete. We believe funding for this activity should again be restored.

Now, we have some recommendations for each of the three major managing agencies. Let me begin with the National Park Service. The National Park Service report released last year revealed that less than one-half of their trail system was considered in good condition. Our survey of National Park Service regional offices confirmed that situation. Attachment 3 in our budget recommendations, we believe, better responds to this particular need.

Second, the Bureau of Land Management—sadly, BLM budgets until three years ago had virtually no trail funding in them, yet a vast potential exists on these important public lands.

We are encouraged by the new director's, Cy Jamison, priority on recreation. We would, however, recommend the budget include specific line items for trails. This would be consistent with BLM's extensive back country strategy.

Third, the Forest Service. Trail use on the national forest has more than doubled since 1970. It continues to grow. At the same time, a backlog of nearly $200 million of recreation maintenance and reconstruction work has been reported by the GAO. Our on-staff research with individual forest managers confirms this need.

We urge that the subcommittee recognize the need to incrementally increase funding to eliminate this backlog over the next few years.

Lastly, we are most pleased with the increased recreation funding for the Forest Service. We fully support this increase. We do feel strongly, however, that the decrease in trail construction and almost level amount for maintenance, as compared with 1990, is not consistent with the relative priority of trails. We hope the subcommittee will consider a rebalancing to reflect the public's desire for the quality hiking and outdoor activities trails can provide.

Mr. Chairman, each of these highlighted points is supported by our recommended budget levels and details of examples in the various attachments.

In concluding, I'd like to leave with you a recent issue of the American Hiker which features the volunteer program that I think is very noteworthy and perhaps would be extended. That concludes our prepared testimony. We appreciate the committee's willingness to listen to our comments.

Mr. ATKINS. Thank you very much. I'm particularly aware of the good work being done in the rivers and trails conservation assistance program and the Pennacook trail that I was very involved with along the Merrimack River. Appreciate your support of that. Thank you very much.

Mr. SMITH. Thank you.

Ms. HENLEY. Thank you.

[The prepared statement of Mr. Zane Smith follows:]

THE
AMERICAN HIKING SOCIETY
1015 31st Street, N.W., Washington, D.C. 20007 / Tel. (703) 385-3252

STATEMENT OF ZANE SMITH, MEMBER OF BOARD
THE AMERICAN HIKING SOCIETY

presented to the

CONGRESS OF THE UNITED STATES
U.S. HOUSE OF REPRESENTATIVE

COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES

March 7, 1990

Subject: U.S.D.A. Forest Service
and
U.S.D.I. National Park Service
and
Bureau of Land Management

American Hiking Society Testimony - 3/7/90

AMERICAN HIKING SOCIETY VS. ADMINISTRATION BUDGET PROPOSALS

	This year's (FY 1990) Appropriation	FY 1991 Administration Request	FY 1991 AHS Recommendation
A. Land and Water Conservation Fund:			
U.S.D.A Forest Service			$242,980,000
U.S.D.I. Bureau of Land Management			54,150,000
U.S.D.I. National Park Service			249,180,000
U.S.D.I. U.S. Fish and Wildlife Service			253,050,000
State Grant Needs			200,000,000
TOTAL	$233,000,000	$250,000,000	$999,360,000
B. U.S. Department of the Interior, National Park Service			
1. Rivers and Trails Conservation Programs			
a. State & Local Technical Asst.	$2,308,600	$0	$3,440,000
b. Natl. Trails System Policy	619,500	0	950,000
c. National Rivers System Policy	259,000	0	800,000
d. Rivers & Trails Consv.Asst.	528,600	0	870,000
Sub Total	3,715,700	$0	$6,060,000
2. National Park Service Unit Operations			
A. Long Distance Trails	$400,000	$0	$500,000
B. Maint., Const., & Management of NPS Unit Trails	0	0	3,000,000
C. U.S. Department of the Interior, Bureau of Land Management			
Recreation Total Budget	$14,012,000	$18,000,000	$21,000,000
(Trails sub-section needs - included as part of Recreation above)			
(1. Trail Construction	*0*	*0*	*1,500,000)*
(2. Trail Maintenance	*0*	*0*	*1,000,000)*
(3. Trail Management	*0*	*0*	*500,000)*
D. U.S. Department of Agriculture, Forest Service			
1. Forest Trail Maintenance	$25,000,000	$23,854,000	$30,000,000
2. Forest Trail Construction	18,600,000	15,489,000	45,000,000
3. Forest Roads Construction	196,000,000	181,000,000	81,000,000
4. Forest Recreation	151,000,000	184,000,000	184,000,000
5. Forest Roads Construction	196,000,000	181,000,000	81,000,000

Mr. Chairman and members of the Subcommittee:

The American Hiking Society thanks this Subcommittee not only for their time and patience in listening to our recommendations but also for your strong support of funding for trails in the past.

My name is Zane Smith. I am a member of the board of directors of the American Hiking Society, a nonprofit organization representing the interests of over 450,000 hikers across this country. Yes just a year ago we told you we represented 250,000 trails enthusiasts. Our ranks have nearly doubled during this past year, very good indication of the growing interest in trails and the fact that they provide a major source of healthful outdoor activities such as hiking. More and more people are recognizing hiking and other trails activities as providing significant benefits to their health and the quality of life here in this great nation.

BACKGROUND ON PROGRAMS AND AHS PROPOSALS FOR TRAILS ON PUBLIC LANDS

Land and Water Conservation Fund: We support the entire program as presented in The Conservation Alternative for Fiscal Year 1991. The acquisition needs that most closely affect hikers are: the Appalachian Trail ($15 million) and the C & O Canal (Capital Crescent Rail Trail Conversion) $7 million Bizz Johnson Trail, in California, $0.3 million, and Big Wood River in Idaho in the BLM section; Appalachian Trail $4 million, and Pacific Crest Trail, California - $5.13 million in the U.S.F.S section. (See Attachment #10 for information on Pacific Crest Trail)

Rivers and Trails Conservation Programs: Let us first say what this program is not. It is not intended to provide funding for trails & rivers within National Park boundaries. This money goes to assist local and regional governments and citizen's groups interested in increasing the number of trails on public and private lands outside National Parks. On-the-ground assistance is provided by recreation resource planners in nine NPS regional offices. The major work activities of the staff are to: provide program leadership and policy oversight; provide administrative and financial control and produce training for NPS staff and provide technical expertise. The very important and sometimes urgent work of regaining the valuable resource of abandoned rail corridors and converting them into recreational trails falls under this program. This much needed expertise is not provided by other federal agencies, so much of this work pertains to projects within or related to other public land jurisdictions.

Eighty one projects were selected from 144 requests which were submitted from the nine regions for FY90. (see attachment #1 listing of projects in fiscal year 1990 and attachment #2 for examples of the type of assistance given and the results). This leaves 63 projects needing assistance. The deadline for submissions for FY91 is May 15th and already 264 requests for assistance have been received.

This program provides protection for and, assures availability of outdoor recreation resources for present and future generations. We respectfully request that funds be provided to cover the identified need in FY91.

Management of long-distance national scenic and historic trails: More than 20 years ago, Congress declared its commitment to creating a national system of trails in the National Trails System Act. The National Park Service was given the responsibility to manage this system, yet it has not been given the resources to pursue the program effectively. The results of this lack of support are disheartening: Only 50% of the trail mileage of the eight national scenic trails has been built. Yet even this number is misleading because it includes the mileage of the two original, almost-completed national scenic trails (the Appalachian and Pacific Crest trails). The other six trails are only 30% complete.

Just the same, the current outlook for these trails is much brighter than it has been at any time in the past decade. In recent fiscal years, Congress has resumed funding this effort, and the investment has begun to pay off. For example, last year a 700 mile-segment of the long-stalled Continental Divide Trail was dedicated. Citizens are organizing to work on these trails, and need support. Last year, concerned citizens formed the Natchez Trace Trail Conference to organize volunteers to build this national scenic trail. The momentum for building these trails is strong, thanks especially to the increased Park Service support they have received in the last two years.

Yet the administration's budget request proposes eliminating this program, stripping the Park Service of funding for it even though the National Trails System Act gives the agency responsibility for it. The program would be ended just when it has been built up to the point of being effective. AHS believes that the administration's budget request is not only unwise policy, but would be a waste of the money already appropriated for the program.

Maintenance, construction, and management of NPS unit trails: According to a report NPS released last year, less than half the trails in NPS units are in good condition. AHS contacted each of the NPS regional offices regard to the status of trails needing attention. (Attachment #3 quotes a few excerpts of the response.)

Bureau of Land Management Trails

BLM manages millions of acres of the nation's lands, but trails have not been a priority in the past. Recreation on these lands is growing in importance; however, there was no money for trails on these vast lands until three years ago, when the American Hiking Society requested such funding from Congress. The fiscal year 1989 BLM trails appropriation of $250,000 generated support that amounted to more than $750,000. Yet this past year no funding was provided, some projects which were initiated have been deferred and thus much of what was gained in trail development was lost due to the delays caused by insufficient funding.

The new director of BLM has placed recreation as a priority. Trails are an extensive part of the recreational program on the vast expanse of lands administered by the BLM. The administration has indeed requested an increased level of funding for recreation and we applaud this recognition of the value of this use of funds. However the hiking community would certainly be pleased to see some additional encouragement to giving trails more attention by recommending specific amounts for trails under the general recreation budget for the Bureau of Land Management. (Just a few of the needs are listed in Attachment #4.)

U.S. Forest Service Trails

Trail use on public lands has increased tremendously. For example, since 1970 trail use in national forests has more than doubled, and is likely to double again before 2025, according to U.S. Forest Service projections. Trail maintenance and construction on the public lands is not keeping pace with these needs. Trails in national forests are a highly popular resource that support more than 12 percent of the USFS total recreational use, or more than 30 million recreation visitor days. Trail use in our national forests is projected to increase rapidly over the next decade and into the 21st century.

During the last several years federal funding for trails and recreation on public lands has been far from adequate. Insufficient funding for trails caused maintenance to be deferred, leading to a maintenance and construction/reconstruction backlog. Deferred maintenance due to insufficient funding and personnel has resulted in a backlog of trail maintenance that will require $194,429,710 dollars to accomplish. This need was well identified in the recently released GAO report Maintenance and Reconstruction Backlog in National Forest Trails. The recreation and wildlife initiative, plus wilderness protection efforts have increased significantly since the National Recreation Strategy was implemented in February 1988. Thanks to this committee's help, improved budgets in the last three years have begun to address the problem (see attachments #7, #8, #9, clippings which show a few success stories) but we are only beginning to touch the tip of the iceberg. The actual number of miles of trails in national forests has increased by 10,000 miles during the last 15 years. Still, much remains to be done as the backlog figures show. The U.S. Forest Service backlog of trail maintenance is an acknowledged concern among both forest managers and conservation groups. Many thousands of miles of national forest trails are in poor condition or unusable because of neglect due to insufficient personnel and funding.

During research done by AHS staff, on behalf of the National Trails Coalition, during the past 6 months, the maintenance needs for FY'91 according to the individual forest managers amounts to $61,452,094 and for construction/reconstruction $64,485,511. While we would like to see the maintenance and reconstruction backlog decreased as soon as possible, we do recognize the necessity of building up the staff and programs, over a 3 to 4 year period and the amount on page 1 is a more realistic place to start. You can look for our increasing recommendations on an annual basis until significant improvement in the trails system is attained. (Attachment #5 give examples of a few forests needs.)

In addition we recommend that the Forest Service reevaluate staffing levels to provide sufficient management and labor personnel to adequately utilize additional trail funding.

Volunteers are an aid to funding shortfalls but can not be expected to do all types of maintenance and construction. Our research on the status of forest service trails included information regard to current use of volunteers and the cost involved for accomplishing trail work through volunteers where practical verses contractors or government employees. According to the information supplied by the forest service a savings amounting to $16.5 could result if more volunteers were utilized. (See chart on Attachment #6)

Volunteering has a long tradition on the public lands and is increasing in popularity. Public land managers agree that volunteers are a viable work force that provide a significant amount of labor while helping to reduce funding requirements. However, forest managers quickly point out that volunteers are not a suitable replacement for forest personnel in times of low budgeting. Volunteer programs do require funding in the form of equipment and materials, training, and supervision. Some forests lack sufficient staff to initiate volunteer programs or expand their current programs.

Forest Recreation: Last but certainly not least we are very pleased by the administrations proposed increase as a matter of fact we fully support this increase. However we do find it very difficult to understand the logic of the administration's requests in the recreation area. As mentioned above a significant percent of recreational use on forest lands involves trail use. The forest service has requested a $33 million dollar increase from $151 in FY'90 to $184 in FY'91 for recreation, yet for trail maintenance almost a hold the line budget is suggested by the administration and a 16% decrease for construction, which is where the bulk of the funds to address the issue of the $194.5 backlog of maintenance and reconstruction would come from. Are gas guzzling, energy inefficient, and air polluting motor vehicles being encouraged as the preferred means of recreation or getting to a recreation site over the much less damaging to the environment means of good old muscle power which is much better for the health and well being of the individual as well as the resource.

We hope that trail users of all kinds, many who don't even consider themselves trail users, such as fishermen, hunters, birdwatchers, photographers and others who need trails to get to there place of recreation site will sometime in the not to distant future be able to safely and pleasantly be able to travel to their special place in the outdoors.

Attachment #1 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

NATIONAL PARKS SERVICE RIVERS & TRAILS CONSERVATION ASSISTANCE

FUNDED PROJECTS - FISCAL YEAR 1990

Alaska Region *

Alaska Recreation Rivers Management Plan
Fairbanks 100-Mile Loop Trail
Nenana River Corridor Use Study

Mid-Atlantic Region *

Allegheny Highlands Trail Study (PA)
Ausable River Corridor Study (NY)
Casebook of Multi-objective River Corridor Planning (with WASO)
Chesapeake Bay Connection (MD/VA)
Connecticut Rivers Assessment (with NARO)
Delaware River Greenway Plan (PA)
Elk River Corridor Study (WV)
FERC Relicensing Consultation & Planning (with WASO)
Great Egg Harbor River Conservation Plan (NJ)
Greenbrier River Corridor Study (WV)
Hoosic River Assistance (NY)
Horse-Shoe Trail Study (PA)
Lackawanna County Rails-to-Trails Study (PA)
Lackawanna River Corridor Study (PA)
Leesburg/Loudoun County Greenway Plan (VA)
Louisiana Rivers Assessment (with SWRO)
Mid-Atlantic Regional Trail Plan (with WASO)
Multi-Agency Training Seminar in Flood Plain Corridor Planning (with WASO)
Vermont State Trail Plan (with NARO & WASO)
West Virginia Rivers Assessment (WV)
Westfield River Greenway Plan (MA)
White River Study (VT)

Midwest Region *

Chicago Regional Trails Strategy (IL)
Cuyahoga River/Ohio & Erie Canal Corridor Study (OH)
FERC Relicensing Consultation & Planning (with WASO)
Harrison/Monona Counties River & Trail Assessment (IA)
Meramec River Outreach Project (MO)
Missouri River Corridor Project (NE)
Omaha/Council Bluffs Regional Trails Plan (NE/IA)
Upper Mississippi Protection Strategy (MN)

North Atlantic Region *

Bay Circuit Greenway Plan (MA)
Connecticut Rivers Assessment (with MARO)
D & H Canal Heritage Corridor Plan (NY)
Ecology of Greenways Resource Book (with WASO)
Farmington Canal Rail-Trail Feasibility Study (CT)
Fore River Trail Plan (ME)
Hyde Park Trail Plan (NY)
Long Path Relocation Plan (NY)
New Hampshire Heritage Trail Development (NH)
New Hampshire Rivers Program Planning (NH)
North Atlantic Regional Trail Inventory (with WASO)
Quinebaug Conservation Options Study (CT)
Upper Connecticut River Watershed Plan (VT/NH)
Vermont State Trail Plan (with MARO & WASO)

Pacific Northwest Region *

Idaho Centennial Trail (ID)
Pacific Northwest Regional Trail Inventory (with WASO)
Pacific Northwest Trails Directory (with WASO)
Penisula Trail (WA)
Skykomish River Scenic Assessment Project (WA)
Snohomish Trail (WA)
Success Stories in River Conservation (with WASO)
Washington State Trails Plan (with WASO)

Rocky Mountain Region *

Bear River Project (WY)
Cache La Poudre River Trail Plan (CO)
Crystal River Management Plan (CO)
Historic Burlington Northern Trail Plan (SD)
North St. Vrain Creek Management Plan (CO)
Park City Rail-to-Trail Plan (UT)
River & Trail Training (with WASO)
San Miguel County Trail Plan (CO)
Virgin and Santa Clara Rivers Greenway Plan (UT)

(over)

1/90

Southeast Region *

Chattanooga Greenways System Plan (TN)
Florida Rivers Assessment (FL)
Kentucky Rivers Assessment (KY)
Little River Corridor Study (AL)

Southwest Region *

Arkansas Rivers Assessment (AR)
Henryetta to Durant Rails-To-Trails Plan (OK)
Louisiana Rivers Assessment (with MARO)

Western Region *

Arizona Rivers Assessment (AZ)
Bay Area Ridge Trail Plan (CA)
Economics of Greenways Resource Book (with WASO)
Hawaii Streams Assessment (HI)
Merced River Trail Plan (CA)
Otay River Valley Corridor Plan (CA)
Santa Rosa Creek Restoration Corridor Plan (CA)
Santa Margarita River Watershed Conservation Plan (CA)
Santa Ana River Corridor Plan (CA)
Stream Restoration Case Studies (CA)

WASO Projects

Brochure for River & Trail Program
Casebook of Multi-objective River Corridor Planning (with MARO)
Confluence '89 River Conference
Corridorwork Book
Ecology of Greenways Resource Book (with NARO)
Economics of Greenways Resource Book (with WRO)
FERC Relicensing Consultation (with MWRO & MARO)
Land Use Directory for Northeast States
Metropolitan Recreation Corridor Plan
Mid-Atlantic Regional Trail Plan (with MARO)
Multi-Agency Training Seminar in Flood Plain Corridor Planning (with MARO)
National Trail Symposium
North Atlantic Regional Trail Inventory (with NARO)
Pacific Northwest Regional Trail Inventory (with PNRO)
Pacific Northwest Trails Directory (with PNRO)
Rail-to-Trail Seminar Series
Rail-Trail Economic Study
River & Trail Training (with RMRO)
Success Stories in River Conservation (with PNRO)
Vermont State Trail Plan (with NARO & MARO)
Washington State Trail Plan (with PNRO)

*** Each Region also receives allocations for the following:**

1. **Program Administration**
2. **Workshops & consultation**
3. **National Trail Policy Work**
4. **National River Policy Work**

Attachment #2 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

Rivers and Trails Conservation Assistance
A Unique Program For States, Local Governments, and Citizen Organizations

Conservation Success: **Historic Hinton Waterfront Revitalized**

The NPS helped to develop a strategy for community revitalization for the City of Hinton, West Virginia, located at the southern boundary of the New River Gorge National River. The strategy focused on the special features that the City of Hinton and the community have to offer.

With a local task force, the NPS held workshops, produced a promotional poster, and developed an Action Agenda, from which several items have already been implemented, including:

o A Main Street Program has been created, with $275,000 granted for 1990. $250,000 has been spent for streetscape improvements and $25,000 for rehabilitation of the historic Cox Building.

o 24 projects for facade improvements are now underway, with $83,000 in private investment from June, 1988 to November, 1989.

o The New River Park boundary was expanded to include Hinton riverbank and the historic Railroad station.

Conservation Success: **Pennacook Trail Established**

In 1988 and 1989, the NPS worked with the Massachusetts Department of Environmental Management, the Andover Village Improvement Society, the Merrimack River Watershed Council, and the Appalachian Mountain Club to develop a 10.5 mile trail along the Merrimack River linking Lowell National Historic Park and Lawrence State Heritage Park. The numerous boundaries and jurisdictions the trail route had to traverse made the project especially challenging.

Completed in 1989, the trail plan identified significant resources and land ownership, selected a route, and developed a protection strategy and alternatives for management. A promotional brochure (with printing paid for by a local bank) was also produced.

When Park Service involvement was completed, a permanent cooperative management system involving several jurisdictions had been put in place and most of the trail was on the ground and available for public use. Activities for implementation of the plan are moving ahead.

CAPTION: With cooperative planning from a number of Massachusetts jurisdictions and private interests, a new footpath - the Pennacook Trail - now follows the Merrimack River through riparian woodlands for 10.5 miles.

Allegheny Highlands Trail Gains Support

The Allegheny Highlands Trail is currently a 68-mile abandoned railroad right-of-way extending from Cumberland, Maryland to Confluence, Maryland. During 1989, the NPS, in concert with the Rails-to-Trails Conservancy and several local agencies and organizations, conducted a feasibility study of the corridor for possible trail use. Through an extensive public involvement process, the major issues that need to be addressed before the railroad line can be converted into a trail were identified. Through its public workshops and advisory group meetings, the project received significant media attention which led to a surge in popularity of trails, and rail-trails in particular, in Western Maryland. The America's Industrial Heritage Project has dedicated funds for design and engineering studies of the trail.

Local commitment to the project, too, has significantly increased. The Somerset County Rails-to-Trails Association is now involved in negotiations with CSX Railroad for state acquisition of the line, and the Somerset Chamber of Commerce is conducting a recycling drive which generates approximately $300 a month for the Allegheny Highlands Trail.

CAPTION: Crossing the divide between the Atlantic and Mississippi drainages, a 68-mile abandoned rail corridor will soon become the Allegheny Highlands Trail. Strong local efforts to develop the rail-to-trail conversion have been assisted by the NPS.

Conservation Success: Santa Ana River Corridor Trail Moves Forward

Where could the 16 million people of Southern California go to find a 112-mile continuous greenway? To the Santa Ana River Corridor Trail, which is being planned with the help of the NPS.

Following the vision for the greenway presented by the NPS in a 1988 concept plan, sixteen agencies signed a joint powers agreement to establish and manage the trail. With NPS assistance, they then jointly raised over $100,000 to hire a consultant to complete a master plan for the trail system.

To celebrate the year's accomplishments, a 5-day "Crest-to-Coast" event was held in September. Equestrians, hikers, and cyclists traversed the corridor from the San Bernardino Mountains to the Pacific Ocean. When completed in July 1990, the Master Plan will provide for trails and support facilities for multiple uses.

CAPTION: Riparian corridors make ideal greenways. Here the Santa Ana River corridor shows its potential to provide wildlife habitat as well as mixed recreational uses for 16 million nearby residents of Southern California.

"The participation of NPS in this project increased the leverage that the local agenices had in requesting additional funding from the state legislature for other projects along the Santa Ana River corridor."
-Barbara Cram Riordan, Chairman, Board of Supervisors, San Bernardino County, California

Conservation Success: First segment of New Hampshire Heritage Trail Opens

In what has been described as "the most ambitious greenway undertaking in the country", the NPS joined forces in 1989 with the New Hampshire Division of Parks and Recreation to develop the 230-mile New Hampshire Heritage Trail. In July, Governor Judd Gregg opened the first 20-mile segment of the trail.

Authorized by the state legislature in 1988, the Heritage Trail will run from Massachusetts to the Canadian border, following river valleys for most of its route. Eventually the entire trail corridor will be in public ownership.

The NPS role has been to create (in consultation with the state) a process for trail development which was documented in a 50-page "Trail Development Workbook". The workbook provides guidelines for trail location, planning and management. In addition, the NPS has helped structure public meetings and workshops to build the community-level support on which the trail concept rests. In 1990, NPS will assist with trail development in three communities eager to participate in the program.

"...thank you for the Park Service's continued support and belief in the [New Hampshire Heritage] Trail as a model greenway project for America...our success would not have been possible without the outstanding technical assistance the team provded."
-Wilbur F. LaPage, Director, Division of Parks and Recreation, New Hampshire, and Member, President's Commission on Americans Outdoors

Attachment #3 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

TRAILS IN NATIONAL PARKS
MAINTENANCE BACKLOG
Fiscal Years 1990

MIDWEST REGION - Of the 1143 miles of trails in park units, 424 miles are in good condition, 383 are in fair condition, and 336 are in very poor condition. The amount estimated to reduce this backlog is $2,377,720. Budget cuts, especially those earmarked for trail rehabilitation have slowed down or postponed much needed maintenance.

ROCKY MOUNTAIN REGION - The amount of necessary trail maintenance which will be curtailed in FY90 due to "0" funding for trails amounts to $175,000.

PACIFIC NORTHWEST REGION - The funds needed to tackle the backlog of trail projects is $6,700,000.

SOUTHEAST REGION - Trails maintenance needs amounting to $336,000 in costs will have to be curtailed in FY'90 due to lack of funds.

NORTH ATLANTIC REGION - Significant momentum will be lost towards addressing the growing backlog of work needed on our trails due to FY'90 lack of funding for trails. The state of our trails is not good. Forty-three percent of the region's 350 miles of trails are in poor condition. $1,800,000 is needed to repair and rehabilitate the trails outlined in 76 projects identified by the chiefs of maintenance of parks.

Total funding needed just for the five regions which supplied us with backlog figures is $11,388,720. Several of the comments included information regard to insufficient funding to even address the safety hazards which develop due to lack of maintenance. It is time to start fixing these trails that provide the public with the opportunity to enjoy these important treasures, our National Parks. Lets encourage them to get out of their cars, out of the gift shops and into the park to have a healthy and enjoyable experience.

Attachment #4 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

TRAIL FUNDING NEEDS ON BLM LANDS IN 1990

Summary by State

State	Planning Miles	Planning Dollars	Maintenance Miles	Maintenance Dollars	Construction Miles	Construction Dollars
ALASKA		$ 4,900		$87,900		$15,200
ARIZONA	78.3	42,500	29	42,000	21.3	30,500
CALIFORNIA		25,000	498	195,000	13	100,000
COLORADO	140	38,000	140	42,000	140	363,000
IDAHO				196,000		113,000
MONTANA	119	102,000	119	62,000	42	232,000
NEVADA		Information unavailable				
NEW MEXICO	454	132,000	102	164,000	45	811,000
OREGON		224,000		37,000		455,000
SOUTH DAKOTA	30	6,200				
UTAH	108	106,000	252	79,000	234	434,000
WYOMING	10	29,000	18	10,000	5	21,000
Totals		$ 709,600		$ 914,900		$ 2,574,700

Examples of Trail Needs for FY'91

$170,000 for survey and design, preparation and administration of contracts to use the increased maintenance funding. $350,000 for general and corrective maintenance, and signing of high use trails throughout BLM (for example: 27 mile Pinnell Mountain National Recreation Trail (AK),

17 mile Squaw Leap National Recreation Trail (CA),

10 mile Marble Creek National Recreation Trail (ID),

and 31 mile Garnet National Winter REcreation Trail (MT).

$30,000 to improve sanitation facilities at Cunningham Gulch and Silver Creek, and Rattlesnake Archer trailheads (CO).

Trails on Your Public Lands

	Hiking	Horse-back	Mtn. Bike	Cross-Country Skiing	Motor-bike	All-Terrain Vehicle	4-Wheel Drive	Snow mobile	Barrier Free	Inter-pretive	Water Routes
Alaska											
Number	60	58	58	58	26	28	32	45	0	1	15
Miles	505	483	501	501	251	251	178	810	0	1	1015
Arizona											
Number	13	13	4	0	3	3	3	0	0	3	0
Miles	364	354	224	0	206	206	206	0	0	3	0
California											
Number	81	28	16	5	2	2	3	0	0	4	0
Miles	842	527	190	44	160	160	177	0	0	4	0
Colorado											
Number	37	35	23	4	105	103	164	47	0	2	0
Miles	155	156	100	16	707	701	1039	166	0	2	0
Idaho											
Number	61	48	39	16	43	15	8	10	1	7	10
Miles	316	210	216	47	223	1099	55	263	1	7	288
Montana											
Number	14	14	5	18	3	2	1	14	0	2	1
Miles	58	59	33	91	20	9	13	89	0	2	50
New Mexico											
Number	25	11	4	0	4	1	1	0	0	3	0
Miles	59	80	91	0	91	8	124	0	0	3	0
Nevada											
Number	14	3	1	1	0	0	2	0	0	4	0
Miles	32	95	9	2	0	0	110	0	0	4	0
Oregon											
Number	35	22	6	7	88	7	2	4	1	9	1
Miles	399	354	34	63	258	80	43	40	.1	9	1
Utah											
Number	42	18	14	1	13	10	9	1	3	10	0
Miles	369	327	376	90	391	343	339	90	175	10	0
Wyoming											
Number	17	10	5	5	5	5	5	8	7	14	2
Miles	633	625	590	459	591	291	291	411	593	14	90

Note: Trail categories overlap.

1988

U.S. Department of the Interior
Bureau of Land Management

Attachment #5 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

TABLE 2

Comparison of Funding Received vs. Funding Needed for Trail Maintenance and Construction

	Funding Received		Funding Needed
	FY 1987	FY 1988	FY 1991
Arapaho & Roosevelt			
Maintenance:	171,100	247,900	313,880
Construction:	78,800	216,000	487,900
Cherokee			
Maintenance:	33,000	182,000	336,572
Construction:	21,000	30,000	350,708
Florida forests (all)			
Maintenance:	24,100	26,800	233,594
Construction:	90,000	77,374	80,000
Lolo			
Maintenance:	173,000	320,000	536,100
Construction:	32,230	139,000	2,117,500
Los Padres			
Maintenance:	88,000	210,000	1,342,861
Construction:	38,000	154,500	356,875
Manti-LaSal			
Maintenance:	5,000	32,000	80,900
Construction:	0	0	321,600
Mendocino			
Maintenance:	71,000	225,000	650,888
Construction:	4,000	35,000	147,638

Attachment #6 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

Savings From Additional Volunteering in National Forest Trails Maintenance

Region	Total Annual Trail Funding Requirements Present	 With Additional Volunteering
Northern	$ 20,988,317	$ 18,304,246
Rocky Mountain	20,074,860	16,834,721
Southwestern	18,292,231	16,051,452
Intermountain	11,257,602	8,813,959
Pacific Southwest	24,623,890	22,452,832
Pacific Northwest	15,922,894	14,915,143
Southern	5,485,510	4,682,717
Eastern	6,312,671	5,369,759
Alaska	251,500	215,137 *
TOTAL	123,209,477	107,639,968

* Chugach National Forest is the only forest represented by the Alaska Region totals.

Attachment #7 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

National Forest Trail of the Month

THE SUPERIOR HIKING TRAIL

Walk the north shore of the continent's largest lake

CHANCES ARE, AT THIS MOMENT the Superior Hiking Trail is buried under a foot of snow. But from May to October, this trail, stretching for miles along Lake Superior's mountain ridges, above the north shore, will take you snowless through stream-cut gorges and glacier-worn mountains. Part of a proposed 250-mile trail from Duluth, Minnesota, to the Canadian border, this completed section has trailhead entrances in several state parks. It's not a trail for beginners, but hardy walkers will enjoy the waterfalls, rapids and quiet pools as the rivers and streams cut through the Sawtooth Mountains on the way to the big lake. Fall is a particularly spectacular time. You'll see blazing sugar maples and a grand procession of migrating birds.

HOW TO GET THERE

From Duluth, the Britton Peak trailhead is 80 miles north on State Highway 61. When you get to the town of Tofte, turn north (left on Cook County Road #2, known as the Sawbill Trail) and drive two miles north to the trailhead sign. The trailhead begins where the pavement ends and the gravel surface begins.

If you'd like maps and additional information, contact Terry Eggum, Assistant Ranger for Recreation, National Forest Service, PO Box 2175, Tofte, MN 55615.

WALK WITH *PREVENTION*

***Prevention* is planning a walk on the Superior Hiking Trail in May 1990. If you'd like to join us, write to Prevention Trips, 33 E. Minor St., Box NF, Emmaus, PA 18098.**

Attachment #8 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

New Superior Hiking Trail Offers Great North Shore Trekking

A drive along the North Shore of Lake Superior offers great views of the expansive, wild lake, its waves crashing against the rocky shoreline. It's considered one of the most scenic areas of North America. But a hike along the new Superior Hiking Trail offers a more personal experience of the North Shore, combining the intimacy of the thick forest with overviews of Lake Superior.

In a few years, the Superior Hiking Trail will extend 200 miles, from Duluth to the Canadian border. But long, scenic stretches of the new trail are in place now, offering one of Minnesota's best opportunities for day hikers as well as backpackers.

The trail winds over the heavily forested ridges paralleling Superior, within one or two miles of the lake. The pathway, only 18 inches wide to minimize its impact on the forest, leads hikers through a woods of pine, maple, birch and aspen. The rugged, hilly trail leads up and over rocky outcrops that reward trekkers with spectacular views of Lake Superior in one direction, and in the other, a blanket of wilderness forest dotted with lakes, as far as the eye can see.

It's the kind of hike that puts you back in touch with nature, and makes you wonder why you've been away from the woods for so long.

The trail is a dream coming true for the Superior Hiking Trail Association, a nonprofit organization combining the energy of area resort owners, the U.S. Forest Service, the Department of Natural Resources, and individual hiking enthusiasts. Initial trail construction is funded by the Legislative Commission on Minnesota Resources, but the association will be responsible for maintaining the trail once it is in place.

The Youth Conservation Corps and Minnesota Conservation Crews have been busy building the trail—clearing the pathway, laying bridges over the numerous creeks, and establishing small campsites. New trail segments will connect some existing trails, and will eventually link seven state parks, Superior National Forest, two state forests and some private lands.

By last fall, 15 miles of trail were completed between Temperance River State Park and Lutsen Mountains ski area. By June or early July 1988, this segment will extend 15 additional miles northeast from Lutsen Mountains to Cascade River State Park, with a trail spur to an inland lake. There will also be a separate section completed early next summer, a 10-mile stretch from Split Rock Lighthouse State Park to Beaver Bay, with several scenic overlooks of Lake Superior.

Those who are looking for a short, one- to two-hour hike, may want to try the trail to Carlton Peak, a large rocky bluff with spectacular lake and forest views. The parking area is about two and a half miles up the Sawbill Trail from Tofte.

For an all-day or overnight hike, head northeast from this same starting point, from the Britten Peak trail to the Leveaux and Oberg peak areas.

A half dozen campsites for backpackers were in place last fall, with another half dozen to be added by July.

Maps of the trail will be available for this summer's hiking season from the Superior Trail Hiking Association. Or, check for maps at area state parks and resorts. For further trail information, contact the association at Box 2157, Tofte, MN 55615.

Visitors to the area will find numerous motels, resorts and campgrounds along the North Shore. For lodging information, contact the Minnesota Travel Information Center, 296-5029 from the Twin Cities, 800-652-9747 from Minnesota or 800-328-1461 from other states.

SUPERIOR HIKING TRAIL

SUPERIOR HIKING TRAIL ASSOCIATION
BOX 2157
TOFTE, MINNESOTA 55615

Minnesota Explorer Spring/Summer 1988 edition.

Explore Minnesota next summer, with the help of the next issue of the Minnesota Explorer newspaper, full of stories on great travel ideas, fishing, canoeing, unique back roads stops, city fun and intriguing getaways, plus a full calendar of festivals and other events.

Order your summer copy of the Minnesota Explorer newspaper, available in January. Call:

296-5029 from the Twin Cities
800-652-9747 from Minnesota
800-328-1461 from outside Minnesota

Call toll-free weekdays, 8am-5pm.

New hiking trail offers grand scenery, solitude

by Michael Furtman

Close your eyes and turn with your face to the breeze. Now open them. What do you see? Is it the wild expanse of clean, blue Lake Superior? Are you looking upon an imposing granite cliff? A sweeping panorama of dense northwoods forest? Are there hawks soaring, deer or moose feeding? Is there a wild stream rushing breakneck through a stony chasm, or do you see a placid lake or beaver pond?

Depending upon the direction of the breeze and your gaze, you could see any of these special sights along the newly created Superior Hiking Trail. Carved through the dense northeastern Minnesota forest, strung along ridges about the edge of magnificent Lake Superior, the trail crosses streams, connects state parks, climbs to impressive vistas and plunges through imposing stands of dark forest.

To the south is the big lake; to the north is Minnesota's famed lake country and miles of wilderness and near wilderness woodland. Sandwiched between is this narrow footpath, weaving a spell of invitation to you to join with nature for a few days or hours as you explore with a hiker's unhurried pace.

Born of a dream, the Superior Hiking Trail will offer, when totally completed, over 200 miles of uninterrupted hiking. The dream is the brainchild of the Superior Hiking Trail Association, a non-profit group dedicated to the completion of this trail and its maintenance. Truly a volunteer effort, the trail is maintained by members of the association, who pledge to care for sections of the footpath and scattered campsites.

Funded largely by the State of Minnesota, the trail crosses state, federal and private lands. It offers, now that nearly 100 miles of trail are completed, both uninterrupted long sections for backpacking, and scenic, short day-hikes to some of Minnesota's highest peaks.

Whether your choice is the solitude of rustic camping or the comfort of the North Shore's many resorts combined with day hikes, the trial can accommodate you. Many of the coastline's resorts offer shuttle services, and lodge-to-lodge hiking is possible.

The North Shore trail is designed for both backpacking and dayhiking. (Photo by Bill Alexander)

Perhaps the most scenic time to hike this fantastic trail is during the autumn. The peaks of the North Shore, those weathered remains of glacier-scoured ancient mountains, are covered in dense forest. Due to the warming effect of Lake Superior, vast stands of maple cling to the hillsides along much of the trail, offering vivid mosaics of color as the brilliant orange and red maples glow among the yellows of birch and aspen and the deep greens of pine, spruce and fir. Pesky insects are gone in the autumn, and the cooler weather makes hiking to and along the high ridges a pleasure.

Although you need not be an expert backpacker to enjoy the trail, some stretches are rugged and require sturdy boots and some planning. Hikers should carry water and extra clothing, as an off-lake wind can change the area's temperature quickly.

And be sure to not forget your camera. The trail connects many of Minnesota's most scenic state parks and crosses dozens of beautiful cascading rivers and creeks. Wildlife abounds in this region and it is not uncommon to see moose and deer. Besides the spectacular autumn colors, another advantage of hiking the trail in this season is the annual hawk migration. The North Shore is a major migration corridor for hawks, eagles and vultures, and hundreds can be spotted in a day during the peak of the flight.

Many short 3- to 5-mile day-hikes are currently possible along completed trail sections, and two long stretches offer hikes of a few days. Campsites, located on streams or lakes, have been installed along the longer sections and consist of a tent site, a fire ring and a wilderness latrine. There is no fee involved when camping along the trail unless you are staying within one of the scattered state parks.

With the Superior Hiking Trail stretching nearly half its final length, which will eventually carry hikers from Duluth to the Canadian border, this unique midwestern trail is gaining national attention. A day's drive from many major upper-midwest metropolitan centers assures that the trail will continue to be popular.

Trail maps and further information can be had by contacting the Superior Hiking Trail Association at P.O. Box 2175, Tofte, MN, 55615. Membership is open to all and is only $10 per year for individual adults. Family and student memberships are also available.

Attachment #9 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

onora High homecoming parade, game

SEE PAGE 3A

The Union Democ

SINCE 1854

LEADING NEWSPAPER OF THE MOTHER LODE

Year. Number 57

Sonora, California, Thursday, September 21, 1989

Blazing trails in the wilderness

(First of two parts)

By CHRIS BATEMAN

Braving mosquitoes, meat bees, thick dust and stifling heat, trail crews have refurbished and rebuilt record lengths of wilderness trail on the Stanislaus National Forest this summer.

Aided by a budget of close to $[illegible] and clear, dry weather that stretched from May until last weekend, U.S. Forest Service, California Conservation Corps (CCC) and contract crews had dug out 84 miles of high country trail by the end of July and will push through another 48 before the first flurries fly.

By the time snow blankets the wilderness, 132 miles of paths will be better able to endure the ravages of erosion and use.

"We're gaining a lot of ground in a hurry," said Randy Westmoreland, who has supervised trail construction and maintenance on the Stanislaus Forest for the past decade. "For a long time we were just taking care of the worst spots ... But this year we're getting a handle on things."

Since May, he said, three five-member forest service crews

— See TRAILS, Page 7A

HEADIN' OUT — Mule trains leave from the Arnot Cree
and mail to CCC and forest service trail crews working
Here, Kennedy Meadows wrangler Jay Kilmartin guides o

Trails groomed, sculpted by wilderness crews

FROM PAGE ONE

have been on the job in both the Carson-Iceberg and Emigrant Wilderness areas. A contract crew has been busy on the Bell Meadow trail and for the past month a 17-member CCC crew joined the forestwide force.

As many as 45 trail workers have been on the job at once and mileage completed is rising almost hourly.

Bob Riede, who manages the forest's 500-mile trail system from his Summit District office, credited a major infusion of cash for the progress.

"We started with $210,000 and that was already $50,000 above the 1988 allocation," said Riede. "Then we got $30,000 more for work in Carson-Iceberg and another $40,000 for the Kibbie Ridge trail. We're ending up with more than $270,000."

That, he said, contrasts with trail budgets in the $60,000 range in 1987 and earlier.

"Allocations have been on the upswing because of an overall public awareness and support for the trail program," said Riede. "There's probably been some harder lobbying by the Sierra Club and other environmental organizations."

He added that a lot of work by Stanislaus Forest officials was also necessary.

"You have to ask for the money and show that you need it," explained Riede. "In the past year we've surveyed and assessed most of our trail system and so we could build a case."

The results of this summer's trail program will be most noticeable to hikers and packers using the Carson-Iceberg Wilderness area.

"We've hit almost every mile of trail in there in one way or another," said Westmoreland. "We have a forest service and CCC crew in there right now." For the past month a CCC back country crew headed by John Callons and a forest service crew working under Seanne Paussa have been working on the Highland Lakes trail and on the Arnot Creek trail, which is now undergoing a major rerouting and rehabilitation in the Woods Gulch area.

These paths are part of a major trail inventory undertaken by the forest two years ago.

"We started by looking at from 600 to 700 miles of trail," said Westmoreland. "But we found that a lot of this trail has since become four-wheel-drive road, has been logged over or just isn't used. We narrowed the list down to 300 miles we'd like to keep in good shape."

With the heavily-used Emigrant Basin trails already in reasonable condition, this summer focus turned to the recently designated Carson-Iceberg Wilderness, a favorite among horse packers.

"Most of the trails in there were never actually constructed or mapped," Westmoreland said. "Most were cattle and sheep trails that just kind of evolved over the decades."

With use, however, they have also deteriorated. Erosion and overuse have caused trails to slough and drainage courses fail. In many cases water has flowed down the middle of the trails, accelerating their demise.

Westmoreland said the forest's long-term goal is to bring the trail network to the point where regular light maintenance program will keep it intact.

"We're not at that point yet," he stressed. "We're still coming from behind. This year we're also doing water control. We're looking to save what's there."

Whether the trail system ever reaches Westmoreland's goal depends on future budgets.

"If we have five or six years like this one, we'd be in pretty good shape," he said.

But that could be doubtful. The fiscal 1989 trail budget, effective in a little more than a week, is $67,000. That's down more than $131,000 from this year's starting allocation and well over $200,000 short of what will actually be spent.

But the forest, like it did this year, may receive extra funds for specific trail projects.

Tomorrow: In the field with the CCC.

Where the routes are

Eighteen Stanislaus National Forest trails have benefited from this year's record maintenance and reconstruction budget.

Work has ranged from light maintenance on long stretches of the Huckleberry and Bell Meadow trails to complete reconstruction of shorter lengths of the Relief and Arnot Creek trails.

Randy Westmoreland, trail supervisor for the forest, divides trail work into three categories:

Light maintenance — Pruning, repairing water bars, clearing drainage courses.

Medium maintenance — Building new water bars where needed, reconstructing badly eroded stretches.

Heavy maintenance — Reconstruction and re-routing where necessary.

A look at this summer's agenda:

TRAIL	MILEAGE	AREA
Huckleberry	26 light 6 medium 1½ heavy	Emigrant
Highland Lakes	10 medium-high	Carson-Iceberg
Jenkins	2½ medium	Carson-Iceberg
Bell Meadow	17 light	Emigrant
Crabtree	10 light	Emigrant
Mosquito Pass	1 heavy	Emigrant
Hiram	2 heavy 2 reconst.	Carson Iceberg
Relief	2 heavy 3 light	Emigrant
Brown Bear	5 light	Emigrant
Bull Run	4 light	Herring Creek area
Wheeler	3 light	Emigrant
Arnot Creek	5 light 2 heavy	Carson-Iceberg
Disaster Creek	7 light	Carson-Iceberg
Clark Fork	5 light	Carson-Iceberg
Wheats Meadow	3 light	Carson-Iceberg
Kennedy Lake	6 light	Emigrant
County Line	4 medium	Carson-Iceberg

Attachment #10 - 3/7/90
Testimony of American Hiking Society
Before the House Appropriations Subcommittee
Interior and Related Agencies

FACT SHEET March 6, 1990

PUBLIC AGENCY: U.S. Forest Service
Pacific Crest National Scenic Trail (PCT)

PROJECT NAME: **Castle Peak Phase II, California**

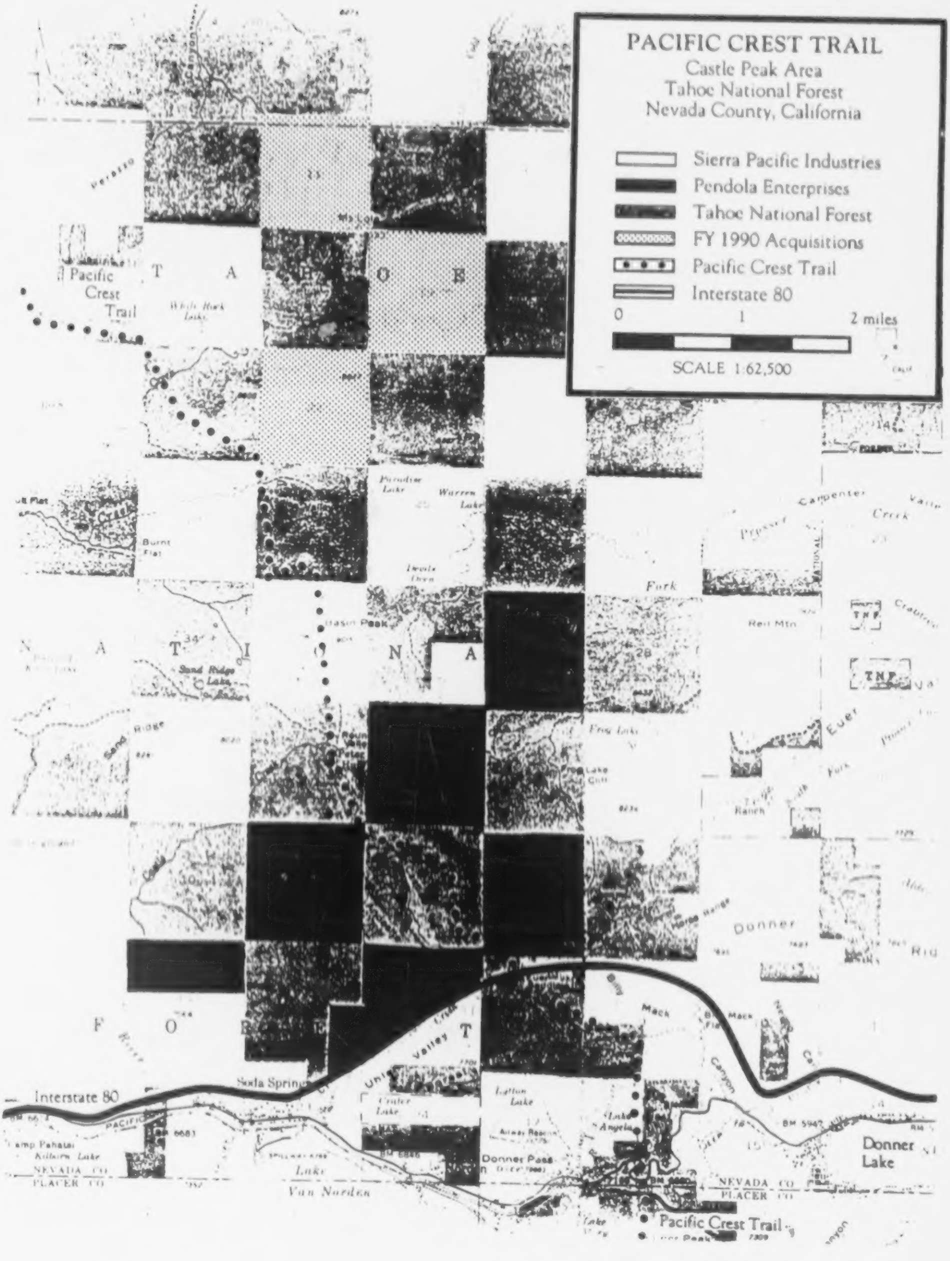
PROPERTY: 4,392 acres representing the remaining private land along the Pacific Crest Trail on the beautiful forested slopes of the Castle Peak area. 1,840 acres at Castle Peak were acquired in FY1990.

PRICE TO AGENCY: $5.13 million (by preliminary appraisals)

SIGNIFICANCE: In its 2,620 mile course from the Mexican to the Canadian border, the Pacific Crest Trail winds from the California desert and the cool Sierra peaks to the Northwest's forests, the spectacular Columbia Gorge, and the snow-capped Cascades. Trail construction is virtually complete, presenting world-class recreational opportunities both for end-to-end hikers and for the many thousands who ski, hike, or otherwise enjoy the PCT's popular trail segments. Most of the trail corridor lies on Forest Service or other public lands, but a number of interspersed private ownerships are crossed by a narrow 30-foot public trail right-of-way. In ecologically sensitive zones and key recreation areas, these rights-of-way often are insufficient for scenic and wildlife protection, trailhead and visitor facility development, side trail development, and public access to fishing spots and other recreational opportunities adjacent to the trail.

FY90 appropriations for the Sierra Crest section of the PCT were made to acquire historic Carson Pass and to begin purchase of 6,232 acres owned by timber companies in the Castle Peak area just north of Donner Summit on Interstate 80. 1,840 acres of Castle Peak have been acquired and the remaining 4,392 acres are available under option agreements in FY91. Only one proposed Forest Service acquisition ranks higher than the Castle Peak project on the Administration's list for LWCF appropriations.

With excellent access from one of the most highly developed and heavily used PCT trailheads and parking areas in the Sierras, the granite peaks, old-growth fir and pine forest, free-flowing creeks, and clear mountain lakes of this area attract tens of thousands of hikers, skiers, and fishermen each year. These lands provide essential habitat for important wildlife populations, including black bear, golden beaver, bobcat, red fox, pine marten, and abundant bird life including the endangered bald eagle and peregrine falcon. Because of the Castle Peak area's checkerboard ownership, activities on these private lands have a profound effect on recreation on adjacent public land. Logging has been temporarily halted to allow for public acquisition of these resources, but extensive logging near the PCT is planned if these Castle Peak lands are not acquired.


PACIFIC CREST TRAIL
Castle Peak Area
Tahoe National Forest
Nevada County, California
Sierra Pacific Industries
Pendola Enterprises
Tahoe National Forest
FY 1990 Acquisitions
Pacific Crest Trail
Interstate 80
0
1
2 miles
SCALE 1:62,500
Pacific Crest Trail
T A H O E
N A T I O N A L
F O R E S T
Basin Peak
Paradise Lake
Warren Lake
Sand Ridge Lake
Sand Ridge
Burnt Flat
Red Mtn
Frog Lake
Carpenter
Creek
Prosser
Fork
Donner
Rid
Interstate 80
Soda Springs
Valley
Lake
Lake Angela
Donner Pass
Van Norden
Donner Lake
NEVADA CO
PLACER CO
Kilborn Lake
Canyon
Mack
Pacific Crest Trail

WEDNESDAY, MARCH 7, 1990.

SANTA MONICA MOUNTAINS NRA, CALIFORNIA

WITNESSES

MARGOT FEUER, SAVE THE MOUNTAIN PARK COALITION
SIEGFRIED OTHMER, SAVE THE MOUNTAIN PARK COALITION

Mr. **ATKINS**. Margot Feuer and Siegfried Othmer from Save the Mountain Park Coalition, Santa Monica, California.

Ms. **FEUER**. Good morning, Congressman.

Mr. **ATKINS**. Good morning. I'll say by way of preference that Congressman Beilenson I know has taken a great interest in your project, and he's been in contact with the committee.

Ms. **FEUER**. He has been our leader for many years now. I personally have been coming here since 1974 in support of the Santa Monica Mountains Park. We made it in 1978. Here I am, my hair has turned to silver, and I'm still hanging in. We just need a little bit more of your help in terms of acquiring the balance of our authorization.

The natural experience that we are providing for these visitors and residents of the Los Angeles area is very unique. By the year 2010, we will have 1 in 15 people in the nation living in southern California. We are asking for the balance of our authorization in two lump sums, $30 million for this year.

For example, general services has required us to move our headquarters to another commercial building adjacent to the intensively-traveled Ventura freeway. I cannot believe that people seeking park information would not prefer to be in a sylvan setting in the heart of the park. This park needs a heart, a unifying center, to provide the threshold experience for many urban people who may well have never visited a park before and who need some kind of transition.

To this end, we were negotiating for a glorious 211-acre parcel called Claritville. Under less than honorable negotiations, it was sold from under our noses to a Japanese university. The group that did this are now bothering the people outside of Yellowstone. They are creating havoc outside of Yellowstone.

The reason that I ask for these monies is to continue negotiations on this parcel. The superintendent has made this a priority. In order to do this, we need a restoration of our condemnation authority.

Mr. **ATKINS**. If I could interrupt you for a moment because we are quite familiar with the project. As you know, it is under Congressman Beilenson's leadership. It has had very strong support in the House.

Ms. **FEUER**. Yes.

Mr. **ATKINS**. The amount that you are seeking, I will just have to tell you, given our total funds for acquisition nationally, is an extraordinary large sum.

Ms. **FEUER**. We realize that.

Mr. **ATKINS**. We will do our best within the other limits that are placed upon us. Could you give us a sense as to the danger of loss of some of the parkland as we envision it to development at this point?

Ms. Feuer. Indeed, I can do that very easily.

Mr. Atkins. Of the original contours of the park, have we lost any of that to development at this point?

Ms. Feuer. Yes, indeed.

Mr. Othmer. We have lost some key parcels.

Ms. Feuer. Yes, I was about to tell you that our next year's priority will be in a coastal canyon called Tuna Canyon. We were negotiating with a landowner of some 411 acres. This has been going on for some three or four years. The land was geologically unstable, but yet we thought we had a handle on it and a handle on the price, perhaps $1.5 million.

Just before I came into California, we were told that we lost that parcel. It had gone for $3 million cash, and we don't know who the owner is. This was a significant parcel in Tuna Canyon. We are dealing with some major problems in the northern section of the park, a place called Jordan Ranch. You will hear about that eventually from Sid.

We are about to lose Paramount Ranch. That is another major development that we have lost out on. The only way for us to deal in these large parcels is to restore our condemnation authority, if only as a threat, but we need to have that.

Mr. Othmer. Even when we did have it——

Mr. Atkins. But condemnation authority is a matter for the authorizing committee.

Mr. Othmer. It was legislation out of this committee that limited our possibility to initiate condemnation, and it is an ad hoc thing. It doesn't apply to other park units. It only applies to us. We'd like for the restriction to be removed. Even when we had the power of condemnation it was never used, but it is nice to have it in the arsenal.

Mr. Atkins. Let me ask you a question. If you had the threat of condemnation restored to your program, would that change the amount of money that you are looking at?

Ms. Feuer. It would not because what we are talking about in terms of the potential for condemnation is a significant parcel called Claritville. It presently is a historic site. It was originally owned by the Gillette family. The buildings are magnificent. We would consider this as the heart of the park.

In order to get this parcel we had been negotiating about before the Japanese bought it, we would have to go into some very serious discussion. The question is, "What would be the eventuality of that discussion," and "Would it eventually be a condemnation?" Then we would need the appraisal, and the appraisal would certainly be in the upper area. The Japanese paid $15 million for this association——

Mr. Atkins. Are the Japanese developing the land presently or——

Ms. Feuer. No. They are using it as a university.

Mr. Atkins. But that changes the pressure for acquisition if they're not in the process of developing the land.

Ms. Feuer. But there are residents there. Their presence there eliminates the use of it by the National Park Service.

Mr. OTHMER. There is another answer to your question. If we are always buying land that is under the immediate gun of development and plans are being submitted to the country for approval, we will take a hit in terms of the price we have to pay. We do much better, and in that sense the power of condemnation to answer your question another way, helps us reduce the prices on individual parcels.

It will not reduce our immediate request because we are five years late on completing our authorization which was supposed to have been completed by 1983. Would it change our request of $30 million that we're coming to you with? The answer is no, but it would help us in individual parcels, of course.

There is another major initiative of developing wildlife corridors and habitat linkage in this area to draw different park units together and enhance the wildlife values of each of them. That requires some critical parcels where individual landowners can hold a gun to the NPS' head and say—when then realize that we absolutely have to have certain critical parcels in those corridors, the gun can be held to our head, and we need the power of condemnation to keep the prices reasonable on those parcels.

In individual units, it indeed will help us budgetwise. We need the larger amount simply in order to give the Park Service now a possibility of tackling some major negotiations for which the money has to be in place for them to intitiate it. They will not initiate discussions with large landowners unless the money is there.

We had one year where we had $1 million in appropriations. We had one year where the money was withdrawn by the Reagan administration. We are now in a catch-up mode, and that's why we're asking—we are desperate for large monies.

The other thing that should be said is we realize that—

Mr. ATKINS. I'm sure you appreciate that virtually everybody who is looking at land acquisition is in the same kind of desperation that you are. Indeed, if you look at the history of land acquisition, yours has been, if not the most generous, certainly it is the most generous in the entire country.

Ms. FEUER. Are you talking about the size of our authorization or the annual——

Mr. ATKINS. I'm talking about the annual appropriation.

Mr. OTHMER. We are very aware of that, and we are very uncomfortable competing with the very good requests that we have been listening to here this morning. However, the $12 million that we got last year, we are grateful for it. We see this is another context, in a national context. It is 3 percent of one B2 bomber. I say that as a former Northrop employee. It is one-third of the average price of making a movie.

Mr. ATKINS. We appreciate that. The problem is that in this Committee, irrespective of how we may feel about national priorities, we're given a set sum of money to finance all of the activities under our jurisdiction. We can't appropriate money out of the defense expenditure. I think that is an argument that is best covered before the Budget Committee.

Tell me—the Jordan Ranch, do you have the county support for the Jordan Ranch exchange?

Ms. FEUER. The county is presently doing an EIR on the development itself. They have no preconceived position. Reportedly, the EIR will determine the position of the county.

Now, when this first came before the county, when Jordan Ranch first came before the county, it was recommended in the screening process, that which was the initial process, that the project be turned down. The board of supervisors did not take that recommendation and decided to do an EIR for more information. Right now that EIR is in process.

Mr. ATKINS. But there is nothing that dictates that the county is bound by the EIR. That may be convenient for them, but so far they have taken a position that has been adverse.

Mr. OTHMER. They have allowed the process to——

Mr. ATKINS [continuing]. The exchange and then allowed the process to go through with an EIR.

Mr. OTHMER. That's right. There is no indication that they are favorable to the exchange. On the other hand, the very initiating action that caused the board of supervisors to kind of flip over and say, "Okay, let's go take a look at it," was in fact significantly abetted by the Park Service saying, "We think this is okay." That is one of the things that comes out of this desperation of trying to put this park together.

Here is a picture of the area down below that the developer is proposing to give to the National Park Service. To us, this is a gerrymandered part. It does not constitute a part. This property that they are offering to give us is the high ground. They are keeping everything they want. It's the low ground where people would use, the riparian area, which is valuable for resources. They're keeping that, and they're saying, "Okay, you take what's left." This was the original developer's map to the county of what he was going to dedicate as open space and not use in any case. He offered that free to the National Park Service and said, "Here you go manage it for us and worry about our fire suppression."

Then when he discovered his problem of access, he said, "Okay, I need access through your national park." The parcel that we paid the most money for is for $8.6 million for 440 acres, the most expensive parcel for which we paid such a high price simply in order to get access to Cheeseborough because we didn't have access. We had the access problem then. Now they want to put a four-lane road there with lights and everything.

For their golf course in here, they're going to take the most resource-rich area, leave us the goat country for access in return for access through that 440-acre unit which will be destroyed by that road.

Mr. ATKINS. Well, then——

Mr. OTHMER. And this is the kind of proposal in any other reasonable circumstances, the Park Service would give short rift to. They're saying, "You don't have money to buy it. You cannot stop us from development."

Mr. ATKINS. What's your expectation of the Jordan Ranch, the cost of acquisition of that?

Mr. OTHMER. It is right now on the books for $6 million.

Mr. ATKINS. And the acreage is how much?

Mr. OTHMER. It's 2,300 acres. A realistic acquisition cost—it was on the priority list for the Santa Monica Mountains Conservancy at $10 million. Probably, realistically, it is going to be somewhat higher than that. The fact is that right now they don't have access to develop, and that's why the price is reasonable.

Mr. ATKINS. Can you purchase it without the power of condemnation?

Mr. OTHMER. If the Park Service does not provide them access, the price will remain reasonable, yes. The fact of the matter is that Bob Hope says, "I'll sell to anybody for a reasonable price." Now Bob Hope has an exaggerated estimation of the value of his properties. Nevertheless, I believe that a reasonable price can be negotiated.

Right now what he is doing is simply trying to get an upzoning in order to enhance the value and the——

Mr. ATKINS. Are they prepared to give him an upzoning?

Ms. FEUER. We don't think so because——

Mr. OTHMER. No.

Ms. FEUER [continuing]. There is a great deal of controversy. The public is really very outraged about the potential change of zone for this ranch. There is a major opposition to this. Now it will be in—the project itself is in Ventura County. The impact will be on Los Angeles County because of the use of the Ventura freeway as a major access to this area.

Mr. OTHMER. A couple of other comments. This is the Jordan Ranch area that is at issue. It is entirely surrounded by open space or public open space. Down here is Los Angeles County, a significant ecological area which is their open space element. Here is Cheeseborough. The presence of this development right next to Cheeseborough would devalue to Cheeseborough for us. The resource values would be significantly diminished because we are now talking about intruding urban densities into an area that is presently almost entirely surrounded by open space, so it is a very inappropriate development.

Mr. ATKINS. What is your estimation of the change in the value of the property if they do upzone it?

Ms. FEUER. The developer can presently get 16 parcels.

Mr. OTHMER. Fourteen units.

Ms. FEUER. Get 16 parcels of this land. It is zoned 1 unit to 160 acres. Ventura County considered this their open space not to be used for urbanization. The developer is asking for 1,152 homes plus a PGA golf course. There is going to be major alteration.

Mr. ATKINS. When will the county make that——

Mr. OTHMER. Probably November will be the initial decision to continue—to accept the EIR or reject it, and then there may be a specific EIR to look at the implications. We, of course, are looking for denial in that November timeframe. The development here would violate all local and State guidelines, also.

Mr. ATKINS. We do have a number of other people. You have the commitment of this committee, under the leadership of Chairman Yates, and also of Congressman Beilenson on this issue. It's been a long, hard fight for him. It will make it extremely difficult for us to do an appropriation for you if the county—I presume it's the county that's doing the zoning——

Mr. OTHMER. Yes.

Mr. ATKINS [continuing]. If the county changes the zoning to allow a greater density of development. Of course, that will jack the acquisition cost up substantially. I think it's reasonable to expect—we're not expecting matching funds from the county, but to expect that they would be a participant in the process of protecting the open space. That certainly will weigh, I have to suggest to you, very heavily at least on my judgment as to the wisdom of the acquisition monies.

Ms. FEUER. But the generic aspect of this is the Park Service's initial agreement to trade before anything even occurred. Hopefully, we reversed that and they are now taking a more impartial position.

Mr. ATKINS. I'll speak for myself. That's something that's extremely troubling me, as you're aware——

Ms. FEUER. As well it should be.

Mr. ATKINS [continuing]. The Park Service at the time was under the direction of someone who was appointed by one of the, I think, immediate neighbors to the park. I'll leave it at that.

Thank you.

Ms. FEUER. We do appreciate it. Thank you very much.

Mr. ATKINS. Thanks for your time.

[The prepared statement of Ms. Margot Feuer and Mr. Siegfried Othmer follows:]

SAVE THE MOUNTAIN PARK COALITION

Charter Sponsors
(Partial List)

California Native Plant Society
Santa Monica Mts. Trails Council
Sierra Club
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SM Mts. Natural History Assn.
Mountains Restoration Trust
Concerned Off-Road Bicyclists Assn.
Wilderness Institute
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Topanga Canyon Docents
Equestrian Trails, Inc.
Mounted Assistance Units
TreePeople

Testimony of Margot Feuer and Siegfried Othmer submitted for the written record of the House Interior Subcommittee of the Appropriations Committee, March 7, 1990:

I am speaking on behalf of the Save The Mountain Park Coalition, a coalition of some 57 organizations largely engaged in visitor services in the Santa Monica Mountains National Recreation Area (SMMNRA).

First, I would like to express to you our appreciation for the Congressional appropriation of $12 million for land acquisition last year in the SMMNRA. This appropriation has allowed us to move forward on acquiring our priority properties of Zuma Canyon and the Backbone Trail. We particularly appreciate the sensitivity of this Subcommittee, and of its chairman, to our park's immediate land acquisition needs.

The average land acquisition cost for the SMMNRA is now about $5400 per acre, which is quite an achievement given the realities of land prices in the area. By way of comparison, land bought for the Palmdale Airport in the Mojave desert in the late sixties was acquired at a similar price. The good stewardship of acquisition funds has been made possible by the collaboration between the Santa Monica Mountains Conservancy, the Mountains Restoration Trust, and the National Park Service.

Despite this welcome state of affairs, our Park still faces a number of acute and chronic difficulties. The SMMNRA has been in existence now since 1978. The full authorization was to have been received by 1983. Here we find ourselves some seven years later, in an inflationary environment, and have received only about two-thirds of our initial authorization of $155 million. Significant resources which were to have been acquired are already lost to development. Development pressures continue to mount. We come before you with a great sense of urgency that:

o Our authorization be made available to us within the next two years, so that critical land acquisition decisions can be made;

o The Park Service be given the necessary administrative remedies to acquire the parcels which are essential to the established objectives for this park unit;

o That the Park Service be given adequate operating funds to perform its functions of visitor services and resource assessment and management.

Probably no other major urban park has had to come into existence in such an adverse environment.

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SIGNIFICANT MILESTONES OF THE PAST YEAR

Some of the other milestones of the past year which impact on the value and integrity of the SMMNRA are the following:

o The vacancy in the Superintendent's position has been filled, and the SMMNRA is once again under assertive leadership.

o A significant increase in interagency cooperation has been initiated by the new Superintendent.

o Dialogue has been initiated on cooperative planning between the National Park Service and Los Angeles County, which will reduce management conflicts resulting from uninformed planning decisions.

o The Los Angeles County Planning Commission denied upzoning of the Pleman property adjacent to National Park land, by a vote of 5-0. This project would have brought a 500-foot wide roadcut to the boundary of Cheeseboro Park for the construction of Thousand Oaks Boulevard and destroyed the Significant Ecological Area (SEA) on the property. The Ventura County Planning Department and the SMMNRA provided input to the Planning Commission on the adverse consequences of this inappropriate development.

o A study of possibilities for establishing/retaining wildlife corridors and habitat linkage has been funded by the Nature Conservancy, and is being performed under the auspices of the Santa Monica Mountains Conservancy, and with the collaboration of the Park Service.

BIPARTISAN EFFORT ON BEHALF OF THE PARK CONTINUES

The SMMNRA continues to enjoy bipartisan support. We are grateful for the support of both of California's senators, and of Congressman Gallegly, in addition to the long-term support of Congressmen Lagomarsino, Beilenson, Berman, and Levine.

Funding of the SMMNRA to date for land acquisition has amounted to about $100M, compared to the original authorization of $155M. That expenditure, incidentally, amounts to less than $8 per local resident. The area served is slated to house one out of 15 residents of the USA by the year 2010. No other National Park Service entity with visitor services lies within a 250-mile radius of Los Angeles.

OUR REQUEST: FULL FUNDING FOR THE PARK IN TWO YEARS

We, the Save the Mountain Park Coalition, requested two years ago that we receive the remainder of our authorization within three years. Some $53 million remains to be appropriated. Each year the authorization we receive is a relatively large component of the available budget. However, it amounts to less than ten percent of our authorization. We ask for funding at the level of $30 million this year, in order that land acquisition initiatives can be brought to consummation before development on the relevant parcels is imminent.

The Federal land acquisition effort is significantly augmented by state and local action. In Ventura County and in Los Angeles County, land is being set aside in dedications of open space accompanying major developments.

The emerging SMMNRA should be looked at in the context of the other state and local parklands within the boundary. Together with the 16,000 acres owned by the NPS, there are now over 60,000 acres in public ownership within the boundary (40% of 148,000 acres), as well as additional acreage under compatible management. A contiguous park is emerging out of all these efforts with state, local, and federal agencies cooperating in their management.

FULL ADMINISTRATIVE REMEDIES SHOULD BE AVAILABLE TO SMMNRA

Some years ago, the administrative scope of the SMMNRA was severely restricted in its land acquisition activities. These restrictions are inappropriate for our present environment. In extremis, the SMMNRA must have the power of condemnation available to acquire critical parcels on acceptable terms. The alternative is that such parcels will be excessively priced by the astute landowner. Even when the power of condemnation was available to the SMMNRA, it was never used. The mere availability of that option helps to assure reasonableness on the part of the property owner.

OPERATIONAL FUNDING

The operations budget is not really an issue before this committee at this time. However, we must point out that the stringency of the present operations budget is such that resource projects planned since 1982 have yet to be funded. Appropriate acquisition planning would benefit from such resource management projects.

WILDLIFE CORRIDOR

The concept of wildlife corridors and habitat linkage has emerged since the authorization of the SMMNRA. It is a key management tool for the maintenance of wildlife resources in this resource-rich park unit. This concept is particularly important for our park, which is threatened by fragmentation into discontiguous areas of wilderness. In such "islands", the statistical fluctuations of populations of rare species are such as to make eventual extinction highly predictable, unless habitat linkages are established with other nearby areas such as the Los Padres National Forest, the Angeles National Forest, the Simi Hills, and the Santa Susana Mountains.

BOUNDARY ADJUSTMENTS

Planning for such habitat linkage has been embodied in the currently operative 1982 Resource Management Plan. Detailed evaluation of the resources available for such habitat linkages may make it desirable to recommend appropriate boundary changes within the Santa Monica Mountains Zone. We are jumping the gun in this regard, since no decision has been made by SMMNRA or the Park Service to request such boundary changes. We simply want to draw your attention at this early date to the possibility that such changes may at some time be in the best management interest of the unit.

FUNDING REQUESTS FOR THE COMING FISCAL YEAR

Next year's funding will allow the completion of many of the key projects already started:

- The completion of Zuma/Trancas.
- The completion of the Backbone Trail Corridor from Zuma Canyon to Circle X.
- The protection of the watershed between Circle X and the sea.
- The rounding out of existing properties to protect borders.
- The purchase of hardship properties.
- The acquisition of "bargain" properties.
- The acquisition of another coastal canyon as required by the enabling legislation.

SUMMARY

We believe that we have a resource worth preserving, a strong constituency, and a workable federal-state and local effort toward development of the park. We urge you to support us with a strong finish over the next two years to complete our initial authorization, and ask for an appropriation this year of $30M. This investment will bear fruit in perpetuity.

WEDNESDAY, MARCH 7, 1990.

LAND AND WATER CONSERVATION

WITNESSES

BARRY S. TINDALL, NATIONAL RECREATION AND PARK ASSOCIATION

Mr. ATKINS. The National Recreation and Park Association, Barry Tindall?

Mr. TINDALL. Mr. Atkins, how are you this morning?

Mr. ATKINS. Very well, thanks.

Mr. TINDALL. I appreciate the opportunity to be in front of the subcommittee this morning to say a few words principally about the state and local aspects of recreation and park and land conservation.

I was watching the news yesterday evening and a very important, to me anyway, interesting fact came across the news. It was that on yesterday the Nation reached 250 million population. We can now quit saying millions and refer to ourselves as a nation of one-quarter of a billion people. It starts to put us in the big leagues with some of the more densely-populated regions of the world.

I cite that statistic, Mr. Chairman, because the thrust of our organization's interest, while we're interested in all kinds of parks and recreation and wild land opportunities for all people close in and remote, our membership consists principally of the people who provide the close-to-home recreation opportunity that the President's Commission on Americans Outdoors a few years ago observed was so critically important. It's that close to home, meaning 10 or 15 minutes by foot or bicycle from your doorstep, that most people most of the time, old and young, have access to.

We are often referred in reference to a—"we" meaning the local park systems—in reference to a fast food chain, as the "MacRec" delivery system for parks and recreation. I think that truly does describe a lot of our members and the services they provide.

Specifically, Mr. Chairman, we're asking the subcommittee to give a more balanced approach to its allocation of resources, principally through the land and water conservation fund. We commend the administration for requesting $250 million for the land and water conservation fund for fiscal year 1991. At the same time, we would call to your attention the fact that the authorizing committee, the House Interior Committee, has recommended a $500 million figure as part of the House budget process, and we would urge this committee to look favorably at that total number of $500 million for land and water conservation fund and allied capital investment programs.

Of that total, we would recommend an appropriation for State assistance of $200 million and $50 million for the urban park and recreation recovery program.

I might add, Mr. Chairman, that Massachusetts has been the largest, in terms of number of projects, the largest recipient of urban park and recreation recovery programs, and that stems in part from the State's fantastic interest in the homestead parks and the historic resources that the State and region are blessed by.

The other aspects of our statement pretty well speak for themselves. We think there are some unique opportunities, I guess a downside and an upside, if you will, in a combination of base closings, military base closings, and realignments. There are some important conservation and recreation and park opportunities we need to look at in that context. Also, good news and bad news, I guess—with the savings and loan crisis, the American people, you and me and our kids and others, now own a great number of capital resources that I presume we would prefer not to own under better conditions, but we own them nonetheless. Some of those probably have high quality recreation and open space value. While they're in public ownership, we ought to look at them to see what kind of values we can, in fact, leverage from those for the long term.

Those statutes, some of them on the books since the seventies, and recently modified, require people and resources to implement them. We would encourage the subcommittee to look at the full staff needs of the National Park Service technical programs to see what is, in fact, needed there. We think the number is about 15 to 20 full-time equivalent positions for the technical programs dealing with surplus and excess property.

I was intrigued, Mr. Chairman, as I listened to the president of Fisk University and the witness who immediately preceded me about urban densities and minority opportunities and education, and full partnerships. That really, Mr. Chairman, is the essence of our statement as well.

As Markley Roberts, an economist with the AFL–CIO, reported—and, again, it goes to the population statistic I mentioned at the outside—we're not only now a Nation of 250 million, or one-fourth of a billion, people; in the next 10 years we'll be 275 million, and 75 to 80 percent of those, in fact, will live in urban and near-urban places. That makes, in our judgment, a compelling case for investing a reasonable amount of money in places that people, in fact, can access for recreation.

Mr. ATKINS. Thank you very much.

Mr. TINDALL. Thank you, sir.

Mr. ATKINS. I had the opportunity to see your good work in Massachusetts, and I appreciate it.

National Recreation and Park Association

Statement of the National Recreation and Park Association on Fiscal Year 1991 Appropriations, U.S. Department of the Interior and Related Agencies, Subcommittee on Interior and Related Agencies, U.S. House of Representatives, March 7, 1990

Mr. Chairman, Members of the Subcommittee: I am Barry S. Tindall, director of Public Policy for the National Recreation and Park Association. We are a national organization of citizens and professionals collectively dedicated to enhanced recreation and park experiences for all people. We appreciate the opportunity to recommend specific amounts for programs of the U.S. Department of the Interior and others.

We recommend the following:

o $200,000,000 from the Land and Water Conservation Fund for State assistance.

o $50 million for the Urban Park and Recreation Recovery Program.

o $6 million to meet growing responsibilities of the National Park Service Rivers and Trails Conservation Program.

o Funds necessary to fully assess the recreation potential of selected military lands and resources formerly controlled by defunct savings and loan institutions.

Public Investments through State and Local Systems

The Land and Water Conservation Fund and Urban Park and Recreation Program have, since 1965 and 1978 respectively, fostered a concept of partnership for public recreation opportunity and resource conservation. From the onset of these programs this Subcommittee has been mindful of this partnership and the potential of these programs. For the last decade you have provided some resources despite continuing opposition from others and an overall drop in discretionary spending from 43 to 31 percent of the Federal budget. Markley Roberts, an economist with the AFL-CIO, observed recently:

> "(It is the) so called "discretionary budget" which provides incentives for proactive solutions to the root causes of society's problems..."

Investments in public recreation and park resources and programs are proactive solutions.

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We commend the Congress and the Administration for its attention to the needs of federal park and recreation systems. We urge the subcommittee, however, to return to a more balanced partnership approach to investments which, over time, will likely result in savings to the national government. Central among our interests is the level and distribution of the Land and Water Conservation Fund.

The Land and Water Conservation Fund on January 1 began its 25th year of operation. This quarter century of congressional support and oversight has resulted in a remarkable legacy by and for the American people. It has provided more than $7.3 billion to acquire new federal recreation lands and as grants to state and local governments. The 3.2 million acres of federal lands are at the core of more than 50 new National Park System units. New recreation areas were established in national forests in almost every state in the east and midwest and large areas like Sawtooth, Flaming Gorge and Oregon Dunes national recreation areas in the West. Over 735,000 acres have been added to the National Wildlife Refuge System, including habitat for endangered species. New recreation areas have enhanced our use of the Public Lands.

Some 35,000 state and local projects for planning, acquisition and development have supported protection of 2,300,000 acres of recreation lands, and development of nearly 25,000 recreation facilities in every state and territory. They have helped protect areas of statewide or national significance-Maine's Allagash Wilderness Waterway, Oregon's Willamette River Greenway and Illinois Beach State Park, for example-and thousands of close-to-home local parks.

In candor, however, the LWCF legacy is mostly the result of investments made prior to 1981. The significant shift in national spending has had a devastating impact on programs like LWCF. LWCF state assistance has, for example, over the last 5 years totalled $143 million, or an annual average of $28.6 million. In context, state and local governments in fiscal 1990 are expected to request $425 million in LWCF assistance. Since 1978 the Urban Park and Recreation Recovery Program has provided $183 million to restore existing urban parks. The program was last funded in fiscal 1984.

In our judgement, we continue this pattern in the face of alarming conditions and with some peril to ourselves and future generations. Consider, for example: Each day an average of 5,000 acres of "farm and forest" is converted to developed uses; in 1989 our national health bill was about $575 billion--despite medical evidence indicating that most of us could be healthier with active recreation; and that the 1991 budget request for "Ending the Scourge of Drugs" is $10.6 billion in budget authority, $1.4 billion of it proposed for "school, workplace and community." Of note: The U.S. Department of Housing and Urban Development on December 14, 1989 provided $2.4 million in recreation and sport program grants for 100 public housing communities. (These) "activities can be important in preventing children from being lured into drugs and crime," HUD said.

Parks and other recreation resources and programs help soften the negative impacts of physical change. They help make cities and suburbs 'livable'. Active recreation leads to improved cardiovascular performance and stress reduction. It contributes to improved self-esteem, recognized as the most effective strategy to 'combat' substance abuse.

Non-Federal Capital Needs

NRPA is completing a capital needs survey of state agencies responsible for providing and managing recreation resources, including parks, forests, public lands, rivers and historic sites and preserves. Thus far 40 states have responded, reporting an investment of over $777 million in capital resources, such as land, facilities and rehabilitation, during fiscal 1989. Through 1995, the 40 responding states report a need to invest over $6 billion in capital projects.

Of units responding, 64 percent said that if more federal assistance was available from the Land and Water Conservation Fund or another program, their capital spending would rise. In fact, no unit said its investment would fall if federal assistance increased.

A comparable random survey of local governments is in progress.

Federal Real Property Opportunity

Within the last 15 months the Congress has acted to close or realign over 140 military bases. It has amended the Federal Home Loan Bank Act to deal, in part, with the crisis in the savings and loan industry. These legislative actions, and the conditions which they address, create in some circumstances opportunity for resource conservation and recreation. The implementation of these statutes requires qualified staff and resources to support review activities.

We believe that the National Park Service should be given the capacity, directly and with others, to fully review and assist on military base closures and reuse and on savings and loan property disposals. NPS activity should consist of on-site property reviews and evaluations and assistance to potential applicants for transfer and use.

NPS should assist in the review of savings and loans property assets for significant open space and natural resource lands, including river frontage, wetlands, and Federal, state, and local refuge or park additions. It should work with other agencies and private groups on any appropriate policy revisions and with the Resolution Trust Corporation on property inventory and identification.

The Service should aggressively pursue, with Defense, the transfer of selected military lands for recreation and conservation. The Service, with others, should provide technical and policy assistance to local base reuse committees, State and local communities, and conservation organizations.

NPS National Recreation and Preservation Programs

We recommend an appropriation of $6 million for a wide range of authorized river and trail conservation functions. There is increased public interest in recreation use of free-flowing and other rivers and streams. NPS aids these interests through technical assistance, review of Federal projects and review of requests for national designation.

We conclude our statement with two other recent observations by Markley Roberts:

> "Seventy-five percent of the population resides in major metropolitan areas, and that percent will continue to grow past 80% as the nation increases to 275 million people in the next decade.
>
> * * *
>
> People have a passionate concern for their own health and the health of the environment. We will see an increasing demand for recreation and cultural opportunities tied to these concerns. These demands will be exacerbated by increasing population concentration and the stresses of people jammed together in urban places."

I would be pleased to respond to questions.

WEDNESDAY, MARCH 7, 1990.

LAND AND WATER CONSERVATION

WITNESS

KAREN LOECHLER BOWEN, PRESIDENT, NATIONAL ASSOCIATION OF STATE OUTDOOR RECREATION LIAISON OFFICERS

Mr. ATKINS. The National Association of State Outdoor Recreation Liaison Officers, Karen Bowen?

Ms. BOWEN. Thank you very much, Mr. Chairman. We appreciate this opportunity.

I'm an assistant commissioner at the Minnesota Department of Natural Resources, but today I'm here in my capacity as president of the National Association of State Liaison Officers to the land and water conservation fund, which Mr. Tindall was just speaking of.

I want to talk particularly this morning about the State side of the land and water conservation fund. As you know, the originators of that fund 25 years ago this year intended that the funding be a partnership of both the Federal and State and local governments. That partnership has steadily eroded, I'm sad to say, over the last decade.

This was a year when many of us had great hopes that things would be different, and, sadly, they are not. The administration has once again zeroed out State and local funding for land and water conservation.

The good news for all of us is that the authorizing Committee on the Interior has recommended to the Budget Committee $150 million for State and local funding. I am very hopeful that, through the important role your committee plays in this process, you could support that kind of an appropriation.

As Mr Tindall said—and I won't repeat it, all of it—it's very important to us that we are in a position to be able to provide recreation opportunities for Americans close to home, close to where they live—ball fields and tennis courts and parks to people who cannot afford country club memberships and big motor homes and power boats.

I have a chart I'd like to leave with you, Mr. Chairman, which shows, for example, that just in the Minneapolis-St. Paul area our metropolitan regional park system draws more annual visitors a year than Yosemite, Glacier, Yellowstone, and Grand Canyon combined. I certainly don't want to try to set up any "either/or" here, but I do want to speak to the importance of the partnership and hope that you will recognize it.

As the appropriations for the State and local side have gone down every year, the requests have escalated. Just as an example, in Minnesota last year we received $292,000, Federal dollars, and we also received $14 million in requests for those dollars. So there's much to be done.

I think a lot of people have spoken this morning to the issue of precious parcels of land which are disappearing. Time is very, very important—that we put those parcels into public use for many rather than into development and condominiums for the few.

There are those—just in closing, let me say that there are those who argue that it is not the Federal Government's role to be supporting local and State parks and recreation facilities. If we had the time, it's an argument I'd love to engage in, but, very briefly, just let me say that Fortune magazine said last month that 76 percent of Americans consider themselves environmentalists. In my State, Minnesota, 81 percent of the voters in 1988 voted for an environmental trust fund.

I think that we need to look at parks as more than parks. It is not too big a leap, I don't think, to suggest that parks are part of the answer to very pressing problems facing this country. They're part of the answer to fighting drugs, to fighting the incredible crime statistics we are seeing with our young people. In Minneapolis, they are serving as after-school day care for parents who can't afford another form of day care.

So I think that we need to think bigger than just places to play ball. I think they are doing more than that for our country.

I very much appreciate this chance to make my plea to you. I hope that you will consider supporting the budget committee recommendation of $150 million for State and local funding.

Mr. ATKINS. Thank you very much. We will be talking shortly, I'm sure, when we get Congressman Vento's recommendation.

Ms. BOWEN. Thank you, Mr. Atkins.

[The prepared statement of Ms. Karen Bowen follows:]

TESTIMONY

BEFORE HOUSE SUBCOMMITTEE

ON INTERIOR APPROPRIATIONS

REGARDING THE FY 91 BUDGET REQUEST

FOR THE NATIONAL PARK SERVICE AND HISTORIC PRESERVATION

MARCH 7, 1990

By Karen Loechler Bowen, President

NATIONAL ASSOCIATION OF STATE OUTDOOR RECREATION LIAISON OFFICERS

Mr. Chairman, Members of the Subcommittee:

Thank you for allowing me the opportunity to speak to you today about a program that is near and dear to my heart...a federal program that really works...a federal program that has changed the landscape and perhaps the heart of America. My name is Karen Bowen. My "real" job is that of Assistant Commissioner at the Minnesota Department of Natural Resources, but I am here today in my capacity as President of the National Association of State Outdoor Recreation Liaison Officers--which you may know as NASORLO (admittedly a terrible acronym in a town of way too many acronyms). As president of NASORLO, I tell you, proudly, that I speak for the Governors of 50 states and six territories, each of whom has appointed a representative to administer the Land and Water Conservation program in his or her state.

The Land and Water Fund is 25 years old this year; the silver anniversary is being celebrated at state parks, community playgrounds and national forests throughout this country. It should be celebrated; it has accomplished great things for our nation. My objective this morning is to speak specifically to that portion of the Land and Water Fund which has been devoted to enhancing outdoor recreation opportunities for Americans close to home. Unfortunately it is also the portion of the program which has been drastically eroded during the past decade. Saddest of all--in a year when many thought there was good reason to anticipate and hope for a change in attitudes and actions--the Administration has once again zeroed out the state and local side of the program. The good news of the moment is the fact that the Interior Subcommittee on National Parks and Public Lands has recommended to the House Budget Committee that $150 million be appropriated for stateside funding. We are heartened by this support and hope that your very important subcomittee will consider and support the same level of funding to assist state and local governments.

Why does this program matter so much? Why should you support it? Why does it work? Because every one of the $3.1 billion allocated to state and local governments during the past 25 years has been MATCHED by AT LEAST $3.1 billion--resulting in an investment of more than $6 billion in trails and parks and playgrounds and ball fields and tennis courts in American neighborhoods where they are needed the most--close to home--to serve individuals and families who cannot afford country club memberships, season tickets to the Redskins, motor homes or high-powered boats.

The beauty of the Land and Water Conservation Fund--to the great credit of its creators--is that it seeks to preserve a portion of the revenue derived from the drilling of off-shore oil--a non-renewable resource that by rights belongs to all Americans--and invests those monies in a national system of outdoor recreation opportunities that benefits each and every citizen. The program has accomplished great things. Every one of your districts has benefited. But much remains undone and time is of the utmost. While annual apportionments have dropped steadily in recent years, requests from local units of government remain constant. In Minnesota, for example, with an apportionment of just $292,000, we received proposals for more than $14 million in matching funds last year. In 1989, states received requests for a half billion dollars, but were only able to accommodate $16 million worth of projects.

In the face of continued population growth, sprawling suburbs and relentless second home development we must move quickly or we will fail to protect critical ecosystems and provide adequate public open space for the children of the 21st century. The prospects of meeting the challenge--without your assistance--are grim. Many states and localities face severe fiscal problems. It has been argued that state and local parks are not a national responsibility, that cooperation between government and the private sector can meet these needs, that the federal government already owns sufficient land to protect outdoor recreation resources and that, in any case, given the competition for federal dollars, there are more pressing needs.

It is difficult to comprehend the origin of such thinking. It is contradicted by the 25-year history of the Land and Water program, by a 100-year-old-bipartisan American Conservation tradition, by public opinion pools which show overwhelming support for clean water and open space preservation and by unprecedented land costs--particularly in urban communities. Fortune magazine tells us 76 percent of all Americans consider themselves environmentalists. In 1987 81 percent of Minnesota voters supported the creation of the Minnesota Environmental Trust Fund. Unless we act now, we will lose forever, beaches and lakeshore, river banks and mountainsides, which should be dedicated to public benefit for the many, rather than to private homes and condominiums for the few.

I want to close by saying that there is more to this crisis than the desperate need to preserve open space for recreational purposes, more to this crisis than protection of the environment and diversity of plant and animal species. The founders of the Land and Water Fund understood something about the national value of the ENTIRE SYSTEM of national, state and local parks, which seems to have been forgotten. They understood that parks are more than parks. Parks are places of common experience. They are meeting grounds where we learn the lessons of athletic competition, interact with neighbors whose skin shade and culture may be different, whose environmental ethics may conflict. Parks are public places which bring us laughter, peace, connections with nature, adventure and memories for our children.

Yes, parks can be more than parks. They can help find the answers to some of America's most pressing problems. It's not too big a leap to suggest that outdoor recreation opportunities are desperately important if we are to provide alternatives to watching inner-city youths turn to crime and drugs. In Minneapolis, city parks are assisting parents with much-needed after-school care for their children. If we're going to practice what we preach about the doctrine of wellness and the necessity of providing for a lifestyle quality that's accessible to all, we shouldn't delay any longer. It's been an honor to be here today. Thank you.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE, GATEWAY NRA

WITNESS

GORDON LITWIN, FRIENDS OF GATEWAY

Mr. ATKINS. Lisa Block, Friends of Gateway?

Mr. LITWIN. Mr. Chairman, my name is Gordon Litwin.

Mr. ATKINS. Excuse me, you didn't look like Lisa Block.

Mr. LITWIN. I don't.

Mr. ATKINS. You don't have a prepared statement?

Mr. LITWIN. No, I apologize. Lisa Block has been, unfortunately, seriously ill——

Mr. ATKINS. I'm sorry to hear that.

Mr. LITWIN [continuing]. And that caused a delay of the agency's preparing a prepared statement. I apologize to the committee for that.

Mr. ATKINS. No, that's quite all right. If you'd like to prepare something later for——

Mr. LITWIN. We will. It will come in shortly.

Mr. ATKINS [continuing]. Submission in the record.

Mr. LITWIN. I appear here as a director of the Friends of Gateway, which is a civic organization consisting of citizens and citizen groups supporting Gateway National Park. I had the good fortune to serve for about eight years as vice chairman of a group called the Gateway National Park Advisory Commission, which was appointed by the Secretary of Interior, but, unfortunately, is not activated at the present time. I appear here for our cochairs, former Governor Byrne of New Jersey and former Mayor Wagner of New York, neither of whom could be here today.

Gateway National Park, with which I'm sure you're familiar, has [illegible]proximately 26,000 acres facing New York Harbor and is one of [illegible] great assembled parcels of land in recent time dedicated to [illegible]. It runs from Sandy Hook in New Jersey on to Staten Isl[illegible] includes Jamaica Bay Wildlife, Floyd Bennett Field, and subst[illegible] beaches in the New York area, Reef's Point and Breezy Point.

Some pe[illegible] have referred to Gateway as the urban Yellowstone Park becaus[illegible] attendance, which has run up to 10 million visitors a year. [illegible] think it's quit[illegible] You've heard talk this morning fro[illegible] and Gateway, of course, represents a[illegible] who would otherwise not have a park exper[illegible] greater metropolitan New York area.

Unlike the witnesses from Santa Monica, we're not seeking to acquire land; we're trying to seek funds to preserve land. I'm sad to say that the 26,000 acres, the infrastructure, and the buildings are in poor condition, really through no fault of this committee which has in the past three years supported a $19 million appropriation, as I understand it, for capital funding. But prior to that, from 1972 to 1987, when the park was founded, there was only a $9 million capital expenditure, which was a paltry sum considering the scope of this park and the visitors that it served.

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The level of funding that the Friends are supporting for capital this year is at $24.8 million, and that is consistent with the priorities which will be set forth in the statement, which I understand have all been long planned by the Park Service, none of which contain frills but do go to things like bathrooms, visitor centers, beach centers, drilling of a water well, masonry, roofs, really meat-and-potatoes of building maintenance.

The other aspect is the operating budget which has been running at around $10.4 million, I believe, for fiscal 1990. We are requesting a restoration of the level of funding that existed in 1981. The park has faced the loss of 256 rangers and maintenance people. As a result of that, during the past year there has been, I'm really sad to say, a 30 percent decline in the park use. Now you might say that's a justification for not funding the park as much as when it was at the $10 million level, but I think, to the contrary, the reason for the drop is that there are problems of health, there are problems of cleanliness, and there are problems of safety at the park caused by a lack of funding, a lack of staffing.

Mr. ATKINS. That's, indeed, unfortunate. I'm sure you're aware that decline in the operating budgets of the parks has been something that's endemic to every single park in the system. It coincides with a certain presidency. There was a period of time when people didn't have care and concern. This administration is at least speaking more favorably, even though they're not putting the money behind their rhetoric; at least the rhetoric has changed. We no longer have a President saying that trees cause air pollution, which is certainly refreshing.

We put in, in this committee, a substantial amount of money, at least compared to the rest of the country, into Gateway. I think we recognized that the need's there. Gateway is used very frequently by candidates for the presidency and for other offices as a backdrop. Hopefully, when they're there, they may have to use the restroom facilities or some of the other facilities and get a sense of what the need is at the park.

We will certainly try to be responsive in this coming year. I have to suggest to you that, as I look through it, I think you were one of the—on the construction side, in the Park Service, one of the top four in the country in terms of recipients. We will do our best. I would have to suggest that the figure that you're looking for is one that I think will, unfortunately, be beyond the resources that the committee will have to deal with.

Mr. LITWIN. I appreciate your candor. My purpose today is to convey to you the sense of urgency that we feel as citizen-friends of the Gateway Park. Hopefully——

Mr. ATKINS. I would suggest the next time you have a President or a presidential contender, give them a lot of coffee while they're out there. [Laughter.]

Mr. LITWIN. I'll pass that along to the proper political authorities.

Mr. ATKINS. Okay.

Mr. LITWIN. I think that's a constructive suggestion, and we thank you. Thank you for your time.

I also commend you for your detailed knowledge and interest in the subject matter before you.

Mr. ATKINS. You're quite welcome.

[The prepared statement of Mr. Gordon Litwin follows:]

Friends
of
Gateway

STATEMENT BY GORDON N. LITWIN
BOARD OF DIRECTORS, FRIENDS OF GATEWAY, INC.

ON

1991 BUDGET NEEDS
FOR GATEWAY NATIONAL RECREATION AREA

HOUSE APPROPRIATIONS SUBCOMMITTEE FOR
INTERIOR & RELATED AGENCIES

Wednesday, March 7, 1990
B 308 Rayburn Building, Washington, D.C.

My name is Gordon Litwin and I serve on the Board of Directors of Friends of Gateway, a not-for-profit organization of civic leaders and individuals dedicated to the preservation and enhancement of Gateway National Recreation Area, national park of the New York/New Jersey region. For 8 years, I was also a member of the Gateway Advisory Committee, an appointee of the Governor of New Jersey. I am here today on behalf of the Friends' Honorary Chairmen, Robert F. Wagner and Brendan T. Byrne, who regret they were unable to attend, to address Gateway's budget, funded as you know, through the Department of Interior. The message is simple. At least $ 29 million in added funds is needed in 1991 — $ 5.5 million for operations and $ 23.8 million for capital projects. This request provides for nothing more than adequate and basic maintenance of park resources and facilities; park programming to meet visitor demand; and the next phase of capital restoration and improvements already under way.

The Department of Interior has not cared properly for Gateway's 26,000 acres of prime ocean beaches, bays, wildlife habitats and recreational facilities in the 18 years since the park received federal protection. Degradation of park services and programs is very serious, threatening the future of this unique urban resource. In recent years, Gateway has lost 40% of its visitation, the park's deterioration being a major factor. Attended by over 10 million in peak years, making it one of the nation's most popular, Gateway's numbers have declined to 6 million annually.

Why? Since 1981, operating funds have been cut continually, impacted by unreimbursed inflation, increased utility and carting costs, pay raises, and other factors. The effects of these reductions have been devastating, accruing to a shortfall of $5.5 million in 1990. As a result, Gateway has lost more than 250 maintenance and park ranger staff (a one-third reduction) and sizable buying power for equipment, etc. Maintenance work is presently confined to the most pressing health and safety needs. A growing backlog of deferred maintenance has given rise to costly capital repairs. And the bulk of Gateway's hallmark educational programs have been eliminated. No additional funding has been recommended by the President

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above last year's $ 10.4 million. An increase in operating funds t levels is critical to stem the crisis situation that has occurred.

The Friends applaud Chairman Yates and other Members of this Committ iating a turnabout in Gateway's capital program. Since 1987, approximately has been appropriated for critical planning and restoration at the popular Ri Park, Sandy Hook, Canarsie Pier and Great Kills, compared to $8.7 million for projects in prior years.

In 1991 at least $ 23.8 million is needed in capital appropriations, for which -0- has been recommended, to continue the projects now under way in a cost-effective and timely manner. This request breaks down as follows:

$ 7.0 million - Riis Park- for the first phase of restoring this historic beach facility; planning to be completed by the end of this year;

4.5 million - Canarsie Pier- to complete rehabilitation of this 4-acre waterfront park, now under reconstruction.

6.3 million - Sandy Hook - to construct 2 beach centers at this ocean beach, which serves over 2 million beachgoers annually (planning for centers appropriated in 1989) and construct a peninsula-long bicycle path and trail.

6.0 million - Great Kills Park - to construct an administrative center to replace the building lost to beach erosion and complete other site improvements; planning funds for this project were received in 1988.

Total - $ 23.8 million

Gateway is the NY/NJ metropolitan area's wilderness park, having been referred to recently as the "Yellowstone of the East." Its significance as a refuge from urban living is as important today, at a time of both increased environmental affronts and heightened public support for protection of the nation's resources, as it was when Gateway was created as one of the first national parks in an urban area. But, parks need care, which costs money. The federal government has never paid the price of fulfilling the Gateway promise. And now the resource is at risk. We urge your support for an adequate and comprehensive budget for Gateway — $ 29 million in 1991.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESSES

WILLIAM LIENESCH, DIRECTOR OF FEDERAL ACTIVITIES, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. ATKINS. William Lienesch, National Parks and Conservation Association? Excuse me for mutilating your name.

Mr. LIENESCH. That's quite all right, Mr. Chairman. You did very well compared to what some other people have done over the years.

Mr. ATKINS. You'd rather have your name mutilated than your budget?

Mr. LIENESCH. That's absolutely correct. [Laughter.]

I'm here, as you may guess, Mr. Chairman, to testify on the National Park Service budget. Before getting into some of the specific items in the testimony, I'd like to just give an overview a little bit and play into the comments and the colloquy you just had with the previous gentleman.

This overall budget calls for a 5 percent cut from the amount appropriated by Congress last year. That's, on the one hand, 5 percent too little. On the other hand, it's much better than the 15-to-20-percent cuts we had expected or were getting used to out of the previous administration. So, there is some positive movement in that regard.

As an overview, it seems to us that, for a variety of reasons, there's a cumulative impact of a number of factors coming into bear that result in the kind of comments that the previous witness had about the cutback in staff. There may be regional assessments hitting the parks or they may only receive half of the increase needed to pay the staff, just on the Federal pay increases that come along yearly, or they may be hit with the Gramm-Rudman cuts.

But, over the years those cumulative effects begin to have an effect, and you have staff cutbacks, you have campground closings. You now have one park, Sagamore Hills, that's being closed two days a week in order to deal with that situation.

It would seem to us that in the past when you've had the Park Service here and you've asked them, "Do you need any more money," the regional directors almost to a person say, "No, we do not." That's clearly not the case. We would hope with the new administration perhaps we can get a little bit more in-depth into the kind of operating problems that are actually going on in the parks.

Specifically to some of the points in the testimony, with regard to specific subaccounts or accounts in the Park Service budget, the one that we often talk to this committee about, and this subcommittee has been very generous with, is the resource management account. That's the account that puts the money up to deal with the basic resource needs—the air, the water, the land, the parks—that are the very essence of the parks.

To this administration's credit, they're asking for a $13 million increase in that account. That's short of the $50 million that we have documented for several years, and the Conservation Foundation also documented in a study in the mid-1980s, but it is a step in the right direction.

In our testimony we suggest a number of areas where further funds could be used, such as the regional science program up in Alaska, to deal with the effects of Hurricane Hugo down in the Caribbean, and the like.

We also talk about the Federal global climate change program. The Park Service is only receiving $3 million to deal with that program. Clearly, the parks can play a very important role in that program because they have some of the most pristine areas in the country and, therefore, can serve as baselines as we deal with climate change. We think $3 million is certainly a very good beginning, but there, again, is an area where more money could be added.

In the testimony, Mr. Chairman, there is also a number of areas of historic preservation, cultural resource preservation in the parks that could be benefited by added dollars. These are all examples of the extra $40 million or so that we think is needed in that account.

We realize that there's not $40 million available. We think more than $13 million would certainly be helpful. Given that resources are the essence of what we're trying to protect, extra dollars are well spent in that area.

You've already had a great deal of discussion today about land acquisition, Mr. Chairman, so I won't go into that in any great detail, but only to say that, in addition to areas like Santa Monica, that need very large pieces of change, so to speak, there are a number of parks that can use a half million or a million or 2 million yearly, just have an ongoing, small program. Olympia National Park is an example. Sleeping Bear Dunes is another example.

In this year's budget those generally are not in the budget because there are a number of high-priced proposals that are good proposals that should be funded. So some of the smaller parks with smaller needs are falling by the wayside, and they certainly could use the help.

We would only echo the comments of one of your previous witnesses, or several of them, about the State side. That's a very good program and certainly deserves as much funding as can be found.

We agree with the administration on the cuts in the construction program in general. There's $100 million worth of cuts there. There are programs such as Gateway, Yosemite where either construction or design funds are needed, but generally the $100 million category total is a very good number to keep year after year.

I would also just like to support the testimony you've heard today on the river and trails program from a number of witnesses. That's one of the most effective programs in the Park Service, one where you get a lot of leverage from dealing with the States and localities because of the efforts they put into that program.

Thank you, Mr. Chairman.

Mr. **Atkins**. Thank you very much.

You didn't deal at all in your testimony just now with the management of endangered species.

Mr. **Lienesch**. I did not. That would fall within the resource management program, the one where we're asking the largest increase. I talked about baseline inventories. One of the areas where we think the Park Service needs more money is to do baseline inventories. If you go to a number of parks and say, "Which endangered species do you have?" or "Which habitat for endangered species do you have?", they can't answer that question. Therefore, a sizable, though minority proportion of the money we would be asking for would go into the kind of baseline inventories for air, water, and endangered species that the parks do not now have, so that they can judge five years from now if they're making progress or not, and better identify the problems.

Mr. ATKINS. You raised the issue of the potential closure of Sagamore Hills for several days. I believe it's two. They're talking about doing that over the winter. One of the things certainly—we live within a very limited fiscal situation. It would seem that on some of the structures that there are some significant management reforms that can be made.

I have to share with you, at least from what I'm aware of, the visitation patterns at Sagamore Hills, that certainly you'd like to keep it open as much as you can, but looking at that visitation pattern, looking at the need, say, for funds to protect the 30 remaining Florida panthers, I would have to tell you that I'd put the resources into the Florida panthers.

Mr. LIENESCH. I wouldn't disagree with that judgment at all, Mr. Chairman. I was just using Sagamore Hills to be an example of the kinds of things going on in the Park Service that we hadn't seen in the past. There are interpreters that are being hired over the summer as part of what normally would have been a normal staff. That's another example. Campgrounds are being closed that were otherwise open.

I was just raising that as a number of examples of the kinds of things going on that we would hope the Park Service would be able to give honest answers about that they could not under the previous administration.

Mr. ATKINS. I would just suggest to you that one of the purposes that you could perform—and I think it would be extremely valuable to this committee certainly—would be to look at some of those areas where resources can be more wisely utilized, where we can see perhaps next year in your testimony before the committee a balance in terms of some appropriate management savings, some appropriate transfer of resources out of places where there's a very low utilization, something like Sagamore Hills over the winter, into areas where there's a higher priority.

I know there's been a sensitivity in the past where everything was being cut at the Park Service; you didn't want to be a part of that. But, it seems to me that there are, indeed, cuts in management efficiencies that can be achieved; that as long as those savings are going back into the Park Service, the ones that ought to be encouraged by the National Parks and Conservation Association—it's just a suggestion for you, but certainly from my part it would be helpful to have your judgment and your review of some of the management reforms that are going to be proposed by the Park Service, such as Sagamore Hills, rather than a kind of a, if you will, knee-jerk reflex, which I think we all share when something is shut down for a period of time.

Mr. LIENESCH. We would be happy to do that, Mr. Chairman. I would only say that if the administration were proposing a budget at least even to what you had given them last year, that would be a much easier discussion for you and I to have, No. 1. No. 2, we have agreed that $100 million reduction in the construction budget is—that's $100 million that we're going with in their cuts, which is a tenth of their budget.

As an initial action, I would say we would look at the construction budget first and we would be happy to carry on this dialogue next year on these issues.

Mr. ATKINS. That's useful. Of course, that $100 million was not real money that was cut; it was some taken off of proposals.

Mr. LIENESCH. That's true. Obviously, everybody knows that Congress has been generous to places like Gateway, as they should be, in adding those back on.

Mr. ATKINS. Thank you very much.

Mr. LIENESCH. Thank you.

[The prepared statement of Mr. William Lienesch follows:]

70th NPCA ANNIVERSARY

National Parks
and Conservation Association

STATEMENT OF WILLIAM C. LIENESCH
DIRECTOR OF FEDERAL ACTIVITIES
NATIONAL PARKS AND CONSERVATION ASSOCIATION

PRESENTED TO THE

SUBCOMMITTEE ON INTERIOR APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

MARCH 7, 1990

The National Parks and Conservation Association (NPCA) appreciates the opportunity to testify on behalf of our 100,000 members on the proposed Fiscal Year 1991 budget of $1.076 billion for the National Park Service. There are many significant changes proposed in the budget. However, before looking at the specific budget items, it is important first to take a broader look at the National Park System and some of its most pressing needs.

In the past, we have recommended that the Park Service should have a fairly consistent level of funding. For the past few years, the Administration has usually proposed a reduction of about 20% from the previous year's appropriation. Congress has restored the proposed reductions and provided increases above the previous appropriation level. For FY 1991, the Administration is proposing a 5% reduction. Most of the proposed cuts can be found in construction and state assistance. We are pleased that the proposed reductions are much less than in previous years and look forward to a request in the future that improves upon the previous year's appropriation.

We are very concerned about the increasing problems caused by inadequate salaries of National Park Service employees. The most obvious problems are low morale and the departure of NPS staff to other jobs including similar, but higher paying, positions with other federal agencies. These problems have not received sufficient attention and need to be addressed before they reach greater proportions.

In 1988, we released our plan for the future of the National Park System. The plan includes over 150 recommendations. Perhaps the most important budget recommendations included in the report are in the areas of resource management and research. As part of our efforts to develop the plan, we attempted to assemble a complete set of park resource management plans, in order to analyze their content with respect to resource problems. The results are sobering. Data taken from just 80 percent of the parks indicates that the NPS has resource management needs in excess of $520 million. This amount represents

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hundreds of projects whose accomplishments are fundamental to the purpose of the National Park System, and to its long-term integrity. They include such activities as endangered species research and protection, air and water quality monitoring, and conservation of historic structures and artifacts. Resource management is the heart of the NPS mission, and it is clear that additional funding is needed. We believe that there is a need for an additional $50 million per year. We realize that it would not be possible to provide such a large increase in FY 1991 and urge the Subcommittee to recommend as large an increase as possible given the current budget limitations.

We are pleased to note that the Administration has proposed a $13 million increase in the resources management budget. This is a very important and beneficial recommendation, and one for which the Director deserves a considerable amount of credit. This proposed increase will help in a number of crucial functions including improvements in funding for the Natural Resources Preservation Program (NRPP), regional science programs, geographic information systems (GIS), and the water quality division. Several excellent recent reports, including those of the NPCA Commission on Research and Resource Management Policy (1989), internal NPS reports on inventory and monitoring (1987) and preserving biological diversity (1987), and the ongoing work of the NPS Twenty-first Century Task Force, all recommend significant increases in these areas.

NPCA believes that the $3 million proposed as the NPS contribution to the federal global climate change program is a very positive step. However, this figure does not compare favorably to proposals for other agencies that cannot match the National Park System's tremendous opportunity to provide superlative baseline sites for integrated research on ecological systems and dynamics. NPCA believes the NPS contribution to the global change program should be substantially larger, and should begin with a system-wide effort to complete comprehensive baseline inventories. The NPS itself recognizes that the lack of basic resource information is the biggest deficiency in the parks, and hampers wise decisionmaking. Because the contribution of baseline research is so fundamental, both to the entire federal global change program and to park managers, we would prefer to see these efforts be more fully integrated into long-term programs, instead of appearing as special initiatives.

Mr. Chairman, I would also like to point out a few examples of critical needs in research and resource management, themselves especially deserving, but that exemplify the tremendous number of projects all across the National Park System that are going unaddressed:

Florida Panther: With perhaps fewer than 30 individuals remaining in the wild, the endangered Florida panther is on the brink of extinction. The Park Service must move forward, together with other state and federal agencies, with a captive breeding program that may be the last hope for this species. NPCA recommends an appropriation of $1 million dollars to initiate this program in the fall of 1990.

Alaska Region Science Initiative: While its acreage comprises over 50 percent of the National Park System, the Alaska Region receives about 3 percent of NPS funding--less than the budget for Yosemite National Park. In 1986, the regional director proposed a significantly expanded, visionary program of research, natural and cultural resources management, and subsistence management for the 23 units in the Alaska region in order to "put knowledge of park resources, and of their users, at the heart" of intelligent management. This program has not received adequate support, and NPCA recommends at least a $5 million boost in the regional base in order to implement it.

Responding to Resource Impacts from Hurricane Hugo: Hurricane Hugo caused tragic loss of life and tremendous property damage to the southeastern United States, especially in the Virgin Islands. The storm also caused over $10 million of damage to the resources of the National Park System. However, while attention has been focused on damages to historic structures, destruction of employee housing, etc., virtually no attention has been given to some significant impacts on natural resources and important scientific research. NPCA recommends a special appropriation of $300,000 to the southeast regional science program to restore some crucial projects.

There are several cultural resource issues of major importance that are not adequately addressed in the administrations FY 1991 budget proposal. The first of these is the Cultural Resources Preservation Program. This program has traditionally been the primary source of funding for the identification, evaluation, planning and the identification of research needs for park units. Studies indicate that less than 12 percent of park lands have been adequately surveyed for archeological resources. This program also provides the primary source of funding for resource stabilization and preservation. While the recommended base is $5.9 million, we estimate the need to be closer to $9 million.

There are over 16,000 historic structures in the National Park System. Recent studies indicate that over 15% are characterized as in "poor" condition and an additional 40% are only in "fair" condition. In addition, the list of classified structures (LCS) is in need of updating and there is a need to inventory and evaluate the condition of an additional 4000 structures before preservation specialists can fully address the preservation needs of these structures. The Administration request for this historic structure cyclic maintenance is for $7.5 million but the base needs are closer to $9.5 million.

We are pleased to see for the first time that the Administration's fiscal 1991 budget includes $2.5 million to assist in the cataloguing of the backlog of over 22.6 million museum objects in the care of the National Park Service. However, there continues to be need to correct inadequate storage facilities and provide for security and fire protection deficiencies. Studies indicate that the Park Services collection management needs are for $2.8 million for cataloguing, and $2.2 million annually until the year 2,000 to correct storage, security and fire protection deficiencies.

For years the Williamsport Preservation Training Center (WPTC) has been providing the only system-wide comprehensive professional training in cultural resource preservation. Project funding currently provides 100% of the total WPTC full-time positions. Base funding is needed for approximately eight staff members at $400,000 and program support funding at $125,000 earmarked for in-park preservation maintenance training.

In addition to the Park specific cultural resource needs the National Park Service is the lead federal agency responsible for directing the external historic preservation program. In this arena, we see a need for an increase of $1.3 million, and a total of approximately $60 million for the Historic Preservation Fund.

The National Historic Landmarks program was authorized by the Historic Sites Act of 1935 and mandated the Secretary of the Interior to make surveys of sites to determine which ones possess exceptional value as commemorating or illustrating the history of the United States. Instrumental to determining which properties possess "national significance" and hence are eligible for possible national park designation, are the landmark theme studies.

As of January 1990 over 40,000 properties have been studied over the last 40 years some 1,923 landmarks have been designated. Of the 34 thematic areas ten areas are virtually unstudied. As documented by NPCA's National Park System Plan this has resulted in significant deficiencies in the National Park System particularly in areas reflecting American cultural achievement---art, music literature. For example, of the 355 units of the National Park System, there is not one area set aside for an American painter. We support funding three theme studies focusing on the American artistic tradition, women's history, and Shenandoah Valley Civil War sites.

The Administration has requested $80 million for the NPS land acquisition program. This includes a slight increase for federal land acquisition but only $3 million for state grant administration. Clearly, the needs are much greater. In parks in all parts of the country there are numerous willing sellers that want to sell their land and in many cases, because of the nature of the local real estate market, the Park Service is the only possible buyer. In many other cases including the Chattahoochee River National Recreation Area, several certain civil war battlefields, and Virgin Islands National Park, funds are needed to purchase lands before they are developed.

Overall, the land acquisition needs in FY 1991 for the National Park Service are approximately $249 million. Including the projects of the other eligible federal agencies, the Land and Water Conservation Fund needs are $799 million for the federal side of the Fund. State need figures are at least in the $200 million range. We realize that the total need of $999 million for FY 1991 is not achievable. We urge Congress to appropriate as much as possible.

One area where cuts can be make is the construction budget. This activity has had extensive funding for the past several years. We believe that the reductions proposed by the Administration in the FY 1991 budget are generally acceptable. However, we would urge that approximately $5 million be added specifically for design needed to accomplish the 1980 General Management Plan for Yosemite.

Another area of concern is the rivers and trails conservation program. The Administration is proposing a cut of approximately $3.9 million in the rivers and trails program including a reduction of 45 full-time equivalent positions. In percentage terms, this is one of the largest personnel cuts in any Park Service account and it is totally unwarranted. The rivers and trails program is very inexpensive and very effective. Much of the funding is used to provide technical assistance to states and localities. It makes no sense to cut this program at a time when state and localities are being asked to step up their efforts. In fact, this program is so effective, it should receive an increase and be funded at a level of approximately $6.5 million. There are other trail needs that are discussed in detail in the testimony of the American Hiking Society (AHS). We fully support the funding levels proposed by AHS.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESS

CHARLES H. MONTANGE, MEMBER, BOARD OF DIRECTORS, THE COALITION FOR THE CAPITAL CRESCENT TRAIL, AND PUBLIC AFFAIRS COORDINATOR, POTOMAC PEDALERS TOURING CLUB

Mr. ATKINS. Capital Crescent Trail? Charles Montange, is it?

Mr. MONTANGE. That's correct, Mr. Chairman. You did a very good job.

Mr. Chairman, my name is Charles Montange. I'm appearing on behalf of the Coalition for the Capital Crescent Trail and Potomac Pedalers Bicycle Touring Club in support of the $7 million appropriation recommended in the President's budget for the Interior Department's National Park Service, for completion of the purchase the District of Columbia portion of the Georgetown branch railroad corridor and adjacent to the C&O Canal National Historic Park.

We're also requesting an appropriation to the National Park Service of an additional half million to stabilize the historic Arizona Avenue Bridge on the corridor and for planning, engineering, and design of the projected trail on the D.C. portion of the corridor.

The Georgetown branch of the old B&O Railroad, authorized for final abandonment about two years ago, sweeps in an arc from Silver Spring through Bethesda in Montgomery County, where it passes under Wisconsin Avenue at the Air Rights Building through the edge of the Dalecarlia Reservoir and into the C&O National Historic Park at the Arizona Avenue Bridge.

I have appended to my testimony a couple of maps which show——

Mr. ATKINS. If I could just interrupt you——

Mr. MONTANGE. Surely.

Mr. ATKINS. Because we went over this last year and began the—was it a $4 million appropriation?

Mr. MONTANGE. The subcommittee was extremely helpful, and we appreciate its leadership in this regard.

Mr. ATKINS. Where——

Mr. MONTANGE. Where does the matter stand?

Mr. ATKINS. What are you looking for this year?

Mr. MONTANGE. Seven million dollars, Mr. Chairman. The total purchase price for the property is approximately $11 million, under a contract which was negotiated through a local businessman and a private foundation that he established.

Mr. ATKINS. Right.

Mr. MONTANGE. The Park Service is currently holding the $4 million which the Congress appropriated last year in anticipation of a further appropriation this year. If the further appropriation is available, the transaction can be consummated prior to November for the $11 million purchase price.

Mr. ATKINS. So it needs to be done prior to November?

Mr. MONTANGE. Prior to November. I think November 4 is the cutoff date, but the Park Service could give you that very specifically.

Mr. ATKINS. And if you come in at less than the full $11 million, that means——

Mr. MONTANGE. The price goes up and the contract may die.

There's a chance to recognize—I should add this: I understand that there's a chance to recognize some additional cost savings if the transaction can be completed by November 4, which might permit the purchase price to be somewhat below $11 million.

Mr. ATKINS. Those additional prices would—the additional savings would be what?

Mr. MONTANGE. Mr. Chairman, I am not—unfortunately, I haven't been privy to the actual negotiations, but you may have about a half million to play with, I understand.

Mr. ATKINS. Thank you very much.

Mr. MONTANGE. Okay. Again, we appreciate the subcommittee's support.

[The prepared statement of Mr. Charles Montange follows:]

Coalition for the Capital Crescent Trail

Post Office Box 30703
Bethesda, Maryland 20814

BEFORE THE INTERIOR SUBCOMMITTEE
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

Testimony in Support of Appropriations for the D.C. Portion of the Georgetown Branch in and adjacent to the C & O Canal National Historic Park

by the
Coalition for the Capital Crescent Trail (CCCT)
and Potomac Pedalers Touring Club (PPTC)

Charles H. Montange
Member, Bd. of Directors, CCCT
Public Affairs Coordinator, PPTC

7 March 1990

COALITION FOR the Capital Crescent Trail

Post Office Box 30703
Bethesda, Maryland 20814

BEFORE THE INTERIOR SUBCOMMITTEE
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

Testimony in Support of Appropriations for the D.C. Portion of the Georgetown Branch in and adjacent to the C & O Canal National Historic Park

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and Potomac Pedalers Touring Club

Charles H. Montange
Member, Bd. of Directors, CCCT
Public Affairs Coordinator, PPTC

7 March 1990

Mr. Chairman and members of the Subcommittee, my name is Charles Montange. I am appearing on behalf of the Coalition for the Capital Crescent Trail (CCCT) and Potomac Pedalers [Bicycle] Touring Club (PPTC) in support of the $7 million appropriation, recommended in the President's budget, for the Interior Department's National Park Service for completion of the purchase of the District of Columbia portion of the Georgetown Branch railroad corridor in and adjacent to the C & O Canal National Historic Park. CCCT and PPTC also request the appropriation to the National Park Service of an additional $500,000 to stabilize the historic Arizona Avenue Bridge on the corridor and for planning, engineering and design of the projected trail on the D.C. portion of the corridor.

CCCT is comprised of some 38 recreation, conservation and civic associations which support public acquisition of the Georgetown Branch and its operation as a recreational hiker/bicycle trail and park. PPTC is the nation's largest local bicycle touring club, with about 3000 members in the Washington area. PPTC similarly supports public acquisition and recreational trail use of the Georgetown Branch.

Background. The Georgetown Branch of the old B & O railroad, authorized for final abandonment about two years ago, sweeps in an arc from Silver Spring through Bethesda (where it passes under Wisconsin Avenue at the Air Rights Building) through the edge of the Dalecarlia Reservoir and into the C & O Canal

National Historic Park at the Arizona Avenue Bridge. It terminates underneath Key Bridge in the District. The facility, if devoted to recreational trail use, would serve a host of public purposes. First, in conjunction with Rock Creek Park, it would create a 20-mile hiking and bicycle trail, all inside the Beltway, relatively removed from motor vehicle traffic. Further, the portion on the rail bed would be linear, with an easy grade and good visibility, and would thus be accessible and safe for the young and old, the handicapped and the fit. Second, the facility would link schools, libraries, business centers, two Metro stops, and new egress to the C & O Park via Arizona Avenue. Third, acquisition of the Branch in the District is vital to protect not only the C & O Canal National Park but also vistas from the Potomac River. Finally, use of the Branch in the District as a trail between Key Bridge and the Arizona Avenue Bridge will allow the Park Service to relieve congestion on one of the most congested portions of the towpath.[1]

Montgomery County, Maryland, has acquired its portion of the Branch for approximately $10 million. The County plans to develop the portion between Silver Spring and Bethesda as a light rail system with a ten-foot hiker/biker trail alongside. The portion from Bethesda to the D.C. line is planned for recreational and park use. The County has estimated the potential use of the trail at as many as one million users per year.[2] Development of the County's portion for recreational trail use hinges on National Park Service acquisition of the D.C. portion and its development as a trail.

Appropriation for D.C. portion. Under an agreement negotiated by a local businessman with the original owner (CSX Corporation), the railroad has agreed to sell the D.C. portion of the Branch for a sum which, with expected fees and costs, will total some $11 million. This amount is below the Park Service's own appraisal. Last year, Congress, under this Subcommittee's leadership, appropriated $ 4 million toward the acquisition of the D.C. portion. Because the seller was unwilling to indefinitely extend the option to purchase the property at the

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[1] The National Park Service has testified in support of use of the corridor as a trail. See, e.g., testimony of J. Parsons, Associate Regional Director, NPS/NCR, before the D.C. Council, Jan. 9, 1990. The Maryland Department of Natural Resources has indorsed the corridor as a rail trail in its December 1989 report entitled Maryland Rails to Trails. The Bicycle Technical Subcommittee within the area Council of Governments has identified the rail trail project as a top interjurisdictional priority.

[2] E.g., County Executive's Recommended Capital Improvements Program, Vol. 1, Fiscal Years 1991-1996, at p. 8-199.

$11 million price, and because Congress had appropriated an initial amount toward the purchase, a private foundation acquired the D.C. portion of the Georgetown Branch for the benefit of the Park Service in the expectation that the remaining $7 million required for purchase would be appropriated this year and the property could then be sold to the Park Service. In order to make this valuable property available to the public, the Park Service has leased it for one year, with the hope of being able to consummate purchase no later than November 1, 1990.

At this point, a further $7 million appropriation is necessary to conclude the purchase of the D.C. portion for the Park Service. We are very pleased that this $7 million is a part of the Administration's recommended appropriations. This confirms this Subcommittee's initiative in favor of this project last year, and we would very much appreciate your support to complete the job this session.

The District of Columbia Council recently adopted a resolution supporting acquisition by the National Park Service of the D.C. portion of the Georgetown Branch, and development of the property as a recreational trail ("the Council ... support[s] prompt development of a hiker-biker trail along the Georgetown Branch..."). The D.C. Council has joined with Montgomery County in recommending that the trail be named the Capital Crescent (Res. § 4). A copy of the D.C. Council's resolution is attached to my written testimony. I am also attaching a letter from the Palisades Citizens Association supporting this appropriation as well as funds for initial development of a trail. I am further attaching a copy of a letter from the Montgomery County Executive supporting the acquisition. The national conservation community has included this project for full funding in its list of recommendations embodied in The Conservation Alternative for FY 1991 at p. 50.

Arizona Avenue Bridge and planning funds. In addition to the $7 million appropriation to complete acquisition of the property, we request Congress to appropriate an additional $500,000 to permit the Park Service to develop specific plans for the proposed trail, and to allow the Park Service to stabilize the Arizona Avenue Bridge.

The Arizona Avenue Bridge traverses Canal Road, the Canal and the towpath. It is an historic bridge, eligible for listing on the National Register of Historic Places. It is our understanding that the Service estimates that approximately $500,000 is required to stabilize the Bridge to prevent further deterioration, and to render it safe and non-hazardous to park users and to motorists on Canal Road. Unless the Bridge is stabilized and available for use, public enjoyment of the D.C. portion of the corridor will be severely constrained. The Bridge will be fenced off, and the corridor will quickly become unusable. On the other hand, if the Bridge is stabilized, the D.C. portion (as well as the Montgomery County portion) would be immediately available for hiking use. Coupled with removal of tracks and ties, the Branch could also be used by at least some bicyclists. This action would allow the public and the Park Service to realize some immediate recreational return on the investment in the property.

Funding for development of plans and specifications for the recreational trail on the Branch is also vital. This not only would permit coordination with Montgomery County, but also would facilitate negotiations with Arlington County, Virginia. Arlington County is interested in using a portion of the property for an underground pipeline across the Potomac linking its water supply system to Dalecarlia Reservoir. Traditionally pipeline builders on rail trails are responsible for constructing the rail trails. If a trail design has been worked out, the County can more promptly proceed with its project, we can get at least part of the trail constructed in conjunction with the pipeline, and we can reduce the cost of the trail for the federal taxpayer. Without plans and specifications, Arlington not only will encounter delays, but also construction of the trail could be delayed and rendered more costly.[3]

In short, we support the $7 million acquisition appropriation, and we also request an additional $500,000 to permit stabilization of the Arizona Avenue Bridge and planning of the D.C. portion of the facility.

Conclusion. Mr. Chairman, the Georgetown Branch acquisition is a rare combination of conservation, preservation, and recreation not only in an urban center, but also inside the Nation's Capital. It will protect and augment the C & O Canal National Historic Park; it will serve to link it with Rock Creek Park; and it will create a wonderful new recreational and urban commuting facility in its own right. This facility will serve not only a large urban population, but also the approximately 20 million visitors which Washington enjoys per year. We are very thankful for this Committee's support, and for Congress's support, for this project to date, and we are eager to continue to work with you to make this opportunity a reality. Thank you.

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[3] The Washington Area Bicyclist Association and a coalition of area recreation organizations are supporting a package of improvements to hiker/bicycle trails managed by the National Park Service/National Capital Region. Included in that package is funding for stabilization of the Arizona Avenue Bridge and planning of the D.C. portion of the Capital Crescent. CCCT and PPTC are pleased to support the package, which is designed to fill missing links, complete connections, and enhance safety for recreational trails and bicycle commuting throughout the area.

Enrolled Original

A RESOLUTION

8-189

IN THE COUNCIL OF THE DISTRICT OF COLUMBIA

January 16, 1990

To encourage the federal government to acquire the District of Columbia portion of the abandoned rail right-of-way known as the Georgetown Branch.

RESOLVED, BY THE COUNCIL OF THE DISTRICT OF COLUMBIA, That this resolution may be cited as the "National Park Service-Georgetown Branch Rail Right-of-Way Acquisition Resolution of 1990".

Sec. 2. (a) CSX Corporation ("CSX") owned a rail right-of-way known as the Georgetown Branch, 34 acres of which lies within the District of Columbia ("District") and runs for 4.3 miles from Georgetown through U.S. National Park Service land along the C&O Canal, and continues through the Palisades neighborhood to the District-Maryland border.

(b) CSX received approval from the U.S. Interstate Commerce Commission to abandon CSX's operation of rail service along the Georgetown Branch.

(c) On November 21, 1989, the Georgetown Branch Foundation, Inc., a non-profit corporation in the District formed by members of the family of Kingdon and Mary Gould, acquired the District portion of the Georgetown Branch for the primary purpose of facilitating acquisition of the property by the U.S. National Park Service of the U.S. Department of the Interior.

(d) The U.S. Congress ("Congress") has appropriated $4,000,000 for the fiscal year ending September 30, 1990, toward the purchase by the U.S. National Park Service of the Georgetown Branch, which has a total purchase price of $11,000,000. The U.S. National Park Service has asked for $7,000,000 to be appropriated in the budget for the fiscal year ending September 30, 1991, for completion of the purchase.

(e) The Georgetown Branch provides the potential for environmental protection uses, uses consistent with the

Comprehensive Plan, and other uses that would benefit the federal interest.

(f) The District portion of the Georgetown Branch, if not acquired by the U.S. National Park Service, could be purchased by a private entity to the detriment of the federal interest and of uses consistent with the Comprehensive Plan.

Sec. 3. The Council expresses appreciation to the Congress for the appropriation of funds for the U.S. National Park Service acquisition of the District portion of the Georgetown Branch and urges the federal government to take actions that enable the U.S. National Park Service to acquire the land expeditiously to preserve a full range of land use options and to prevent a private entity from acting to preclude environmental uses and uses consistent with the Comprehensive Plan.

Sec. 4. The Council calls upon officials of the executive branch of the District government to cooperate with officials of the U.S. National Park Service and Montgomery County, Maryland, to support prompt development of a hiker-biker trail along the Georgetown Branch and recommends that the trail be named the "Capital Crescent Trail".

Sec. 5. The Council shall transmit a copy of this resolution, upon its adoption, each to the Speaker of the House of Representatives, the President of the Senate, the President of the United States, the Secretary of the Department of Interior, the Director of the National Park Service, the Mayor, and the Montgomery County Council and Planning Board.

Sec. 6. This resolution shall take effect immediately upon the first date of publication in either the District of Columbia Register, the District of Columbia Statutes-at-Large, or the District of Columbia Municipal Regulations.

COUNCIL OF THE DISTRICT OF COLUMBIA
Council Period Eight

RECORD OF OFFICIAL COUNCIL VOTE

Docket No PR8-296 Resolution No R8-189

Action & Date Adopted, 1-16-90

☒ Item on Consent Calendar

☐ ROLL CALL VOTE — RESULT ____________ (___/___/___/___)

COUNCIL MEMBER	AYE	NAY	N.V.	A.B.	COUNCIL MEMBER	AYE	NAY	N.V.	A.B.	COUNCIL MEMBER	AYE	NAY	N.V.	A.B.
CHMN CLARKE					MASON					THOMAS, SR				
CRAWFORD					NATHANSON					WILSON				
JARVIS					RAY					WINTER				
KANE					ROLARK									
LIGHTFOOT					SMITH, JR									

X — Indicates Vote A.B. — Absent N.V. — Present, not voting

☒ VOICE VOTE — Result Approved

Absent all present

Recorded vote (on request) ____________

CERTIFICATION OF RECORD

Secretary to the Council

1-23-90
Date

Montgomery County Government
ROCKVILLE, MARYLAND 20850

Sidney Kramer
County Executive
(301) 217-2500
TTY 217-6505

March 6, 1990

The Honorable Sidney Yates, Chairman
Interior Subcommittee, Appropriations Committee
United States House of Representatives
B308 Rayburn House Office Building
Washington, D.C. 20515

Dear Representative Yates:

I urge that the Congress appropriate $7 million for the National Park Service to complete the acquisition of the District of Columbia portion of the CSX Georgetown Branch railroad right of way. This acquisition would allow the ultimate completion of the Capital Crescent Trail, an 11-mile hiker-biker trail serving the entire Washington region.

When I last wrote you about a year ago, Montgomery County had just completed the acquisition of the Maryland portion of the Georgetown Branch. Since then, the County has approved plans for a combination light rail line and hiker-biker trail for the section between Silver Spring and Bethesda, and a hiker-biker trail from Bethesda to the District of Columbia boundary. Furthermore, I have included $8.5 million in my Recommended FY 91-96 Capital Improvements Program to pay for construction of the trail between Silver Spring and Bethesda. The current schedule calls for the completion of this part of the Capital Crescent Trail by 1994.

I strongly recommend that the remaining acquisition funds be appropriated so that the Park Service can protect this precious land resource for the future development of this trail.

Sincerely,

Sidney Kramer
Acting County Executive

SK:go

cc: Senator Paul Sarbanes
Senator Barbara Mikulski
Congresswoman Constance Morella
County Council President William Hanna

March 6, 1990

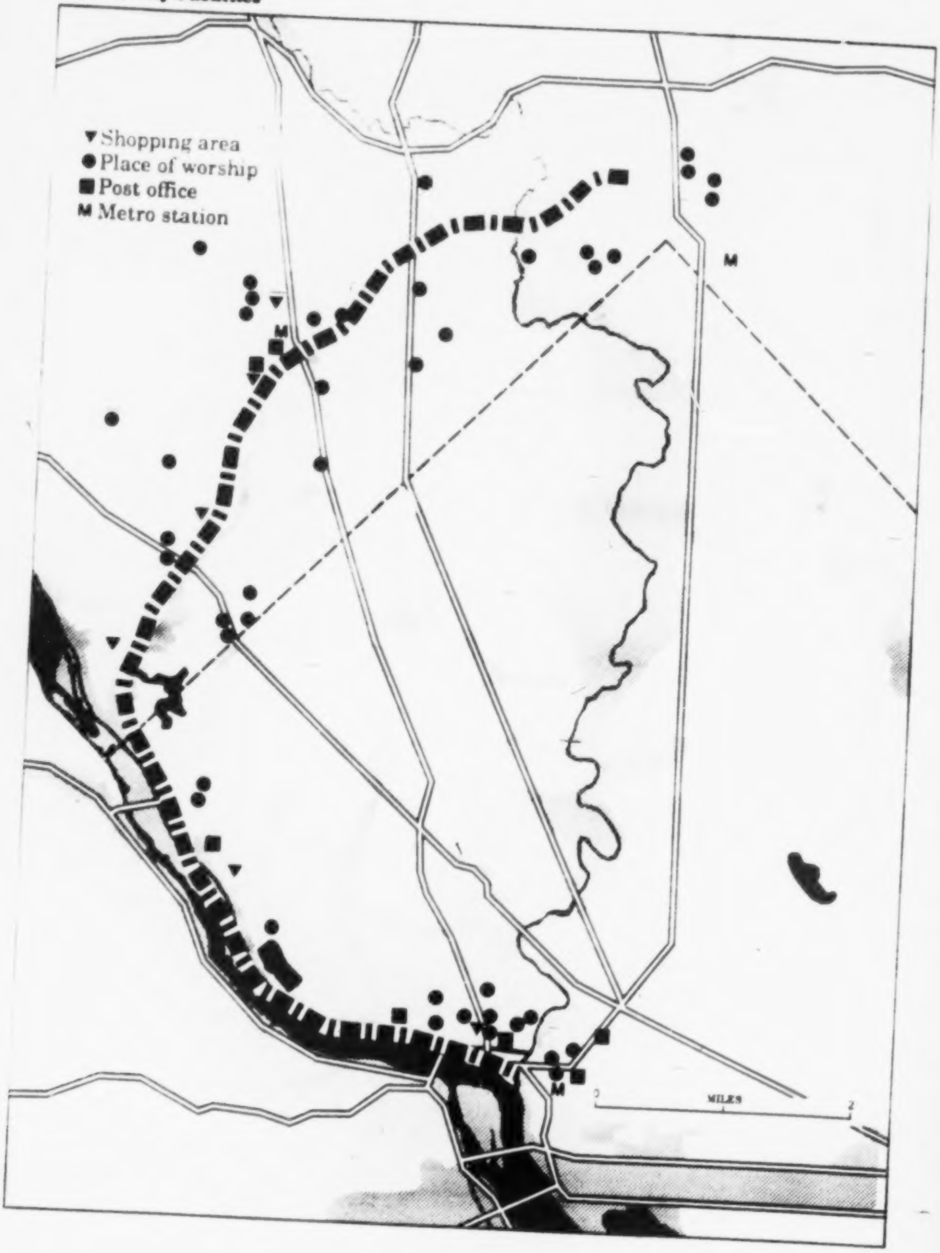
TO WHOM IT MAY CONCERN:

On February 6, 1990, the Palisades Citizens Association expressed its strong approval of all efforts to make the entire "Georgetown Branch" right-of-way, specifically including that portion lying in the District of Columbia, available for public use. Inter alia, the Association expressed its appreciation to the Committees on Appropriations of the House of Representatives and the Senate, particularly the chairmen of the Interior Subcommittees of the respective Committees, Congressman Sidney Yates and Senator Robert C. Byrd, for their efforts in this regard. The Association pledged its continued commitment to work with the National Park Service to preserve the integrity of the National Park System along the C&O Canal and the Potomac Palisades.

Providing the funds to complete the transfer of the right-of-way to the National Park Service is the most critical part of this effort. The Palisades Citizens Association therefore urges that the $7 million needed to complete this transaction be appropriated in FY 1991. Only when the transfer is complete will the Potomac Palisades and the C&O Canal area be truly protected from commercial encroachment.

Leonard Meeker, President
Palisades Citizens Association

Community Facilities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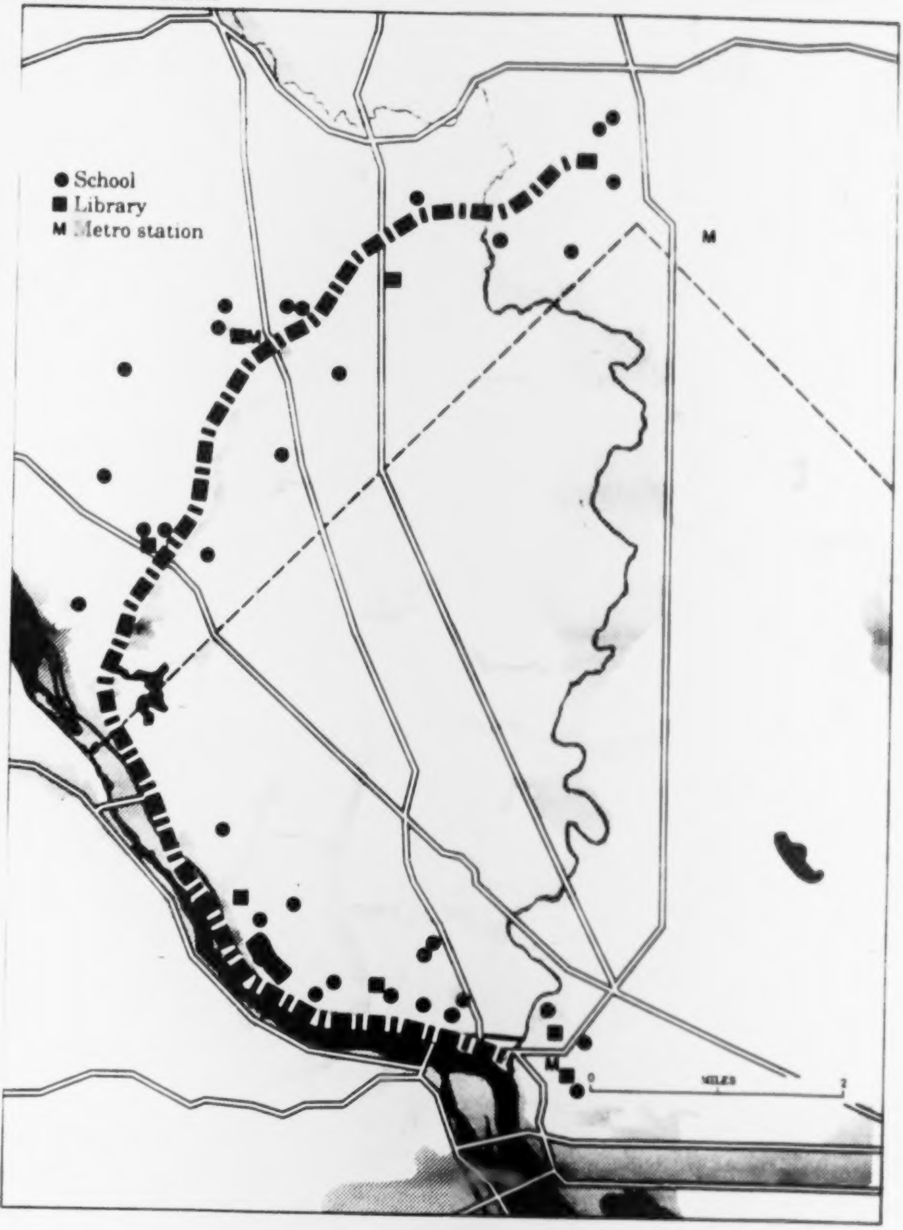
Schools and Libraries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WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESSES

BILL SILVERMAN, PRESIDENT, WASHINGTON AREA BICYCLIST ASSOCIATION

WILLIAM KELLY, CHAIRMAN, COLLEGE PARK AREA BICYCLE COALITION

Mr. ATKINS. The Citizens Association of Georgetown, Richard Hinds? Is anybody here from the Citizens Association of Georgetown?

[No response.]

Mr. ATKINS. Washington Area Bikers Association, Mr. Silverman and Mr. Kelly?

Mr. SILVERMAN. Thank you, Mr. Chairman. I'm Bill Silverman, the president of the Washington Area Bicycle Association. This is Mr. Kelly, who is the chairman of the College Park area Bicycle Coalition in Maryland.

My testimony concerns a $1.48 million appropriation to the National Capital Region of the Park Service for improving bicycle facilities in the region.

Mr. Chairman, the National Park Service National Capital Region manages some of the most important hiking and bicycling trails in the area as well as some of the most heavily-used facilities in the country. For example, the Mt. Vernon trail has over a million users per year, and the Rock Creek Park and the C&O Canal towpath similarly serve about a million users each.

The Park Service system of hiking and bicycling trails is only a foundation for a network of bicycle trails in the entire region. A number of extensions, additions, and access points are vitally needed if we are to provide basic safe bicycle and pedestrian access to most neighborhoods, communities, and places of work.

Many of the existing trails are overcrowded or have poor designs. Many of them also don't even meet the minimum acceptable AASHTO standards for bicycle facilities. We are missing links, missing connectors, et cetera.

We have a few examples: the Mt. Vernon trail is so narrow and winding that there is a very high injury rate. Senator Metzenbaum's wife had a head injury after a bicycle accident there last year. Fortunately, she's okay.

We have a tunnel in Crystal City that's been completed by a private developer but remains unconnected and locked because the National Park Service hasn't been able to complete a small connector on the river side near National Airport. We have a lot of problems on Rock Creek, which is a very narrow, winding bike path.

Last year my organization prepared a detailed report on the National Capital Region's trail system, and we've attached that to our appendix.

Mr. ATKINS. Can you just quickly go through the projects that you're looking for for the next fiscal year?

Mr. SILVERMAN. Certainly. We want to complete the Crystal City connector, which I just mentioned. We would like to improve. We would like to improve the Kennedy Center area because in the

Kennedy Center area there's a lot more demand for bicycle facilities now that they've completed the Virginia connection to the Mt. Vernon trail. So there are some improvements we want there.

We need a new bridge across Rock Creek Park north of Oak Hill Cemetery. We have——

Mr. ATKINS. What's the expected cost of that?

Mr. SILVERMAN. They're in the appendix. The total cost is $1.4 million. They're broken down in the appendix: $130,000 for the Crystal City connector; $75,000 for Kennedy Center. A new bridge at Rock Creek Park is $175,000. The Capital Crescent Trail Bridge, which Mr. Montange just testified about, is $500,000. We have a Ft. Circle Trail system, $200,000; Oxon Cove Trail improvements down in PG County, $200,000; and Mt. Vernon trail improvements, $200,000; for a $1.48 million total.

Mr. ATKINS. Can you tell me, are these in your priority order?

Mr. SILVERMAN. That's a good question. They are not.

Mr. ATKINS. Could you, for the committee, arrange those for the record in priority order?

Mr. SILVERMAN. Absolutely. I'd be happy to.

Mr. ATKINS. If it's possible. I don't want to cause political difficulties for your organization, but if you are able to——

Mr. SILVERMAN. It's not only possible, it's actually very easy to do.

Mr. ATKINS. Well, thank you very much.

Mr. SILVERMAN. Thank you very much.

[The prepared statement of Mr. Bill Silverman follows:]

WASHINGTON AREA BICYCLIST ASSOCIATION
GETTING THERE BY BIKE
D.C. MARYLAND VIRGINIA

March 12, 1990

Congressman Sidney Yates, Chairman
House Appropriations Committee
U.S. House of Representatives
Washington, DC 20215

Dear Congressman Yates:

At my appearance before the Subcommittee on the Interior on March 7, Congressman Atkins asked me if seven projects on page three of my written testimony were listed in order of priority. I answered that they were not, and that I would sent the Committee the list in priority order.

The priority order is (from highest priority to lowest):

1. Stabilization and permanent redecking of the CSX Bridge across Canal Road on the Capital Crescent Trail [formerly item (d)]

2. Construction of a new bicycle/pedestrian bridge across Rock Creek just north of the Oak Hill Cemetery [formerly item (c)]

3. Construction of the Crystal City Connector tunnel providing access between the Mount Vernon Trail and Crystal City [formerly item (a)]

4. Construction of safety improvements for the Mount Vernon Trail [formerly item (g)]

5. Construction of improvements proposed for the Fort Circle Trail in D.C. and Prince George's County [formerly item (e)]

6. Construction of improvements to the Oxon Cove Trail in the District and Prince George's County [formerly item (f)]

7. Construction of Kennedy Center improvements [formerly item (b)]

Thank you for your consideration and for the opportunity to address the Subcommittee.

Sincerely,

Bill Silverman
President

cc: Congressman Atkins, Mr. Sigmon

1015 31st Street, N.W., 3rd Floor, Washington, D.C. 20007 • (202) 944-8567

WASHINGTON AREA BICYCLIST ASSOCIATION
D.C. MARYLAND VIRGINIA
GETTING THERE BY BIKE

BEFORE THE INTERIOR SUBCOMMITTEE
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

Testimony in Support of Appropriations
for Improvements to the Hiker/Biker Trail System
within the National Park Service/National Capital Region

by
Bill Silverman
President
Washington Area Bicyclist Association

Mr. Chairman and members of the Subcommittee, my name is Bill Silverman. I am President of the Washington Area Bicyclist Association (WABA), a non-profit, educational organization dedicated to improving bicycling conditions in the Washington area and encouraging the use of bicycles for commuting and recreation. With me today is Mr. William Kelly, Chairman of the College Park Area Bicycle Coalition. This testimony concerns our request for a $1.48 million appropriation to the National Capital Region of the National Park Service for improving bicycle facilities.

Mr. Chairman, the National Park Service's National Capital Region manages some of the most important hiking and bicycling trails in the National Capital Area, as well as some of the most heavily used facilities in the country. For example, the National Capital Region's Mount Vernon Trail has more than a million users per year. The Rock Creek Bike Path and the C&O Canal towpath similarly serve about a million users per year.

These Park Service facilities are not only key parts of the regional system of hiking and bicycling trails, but also are popular facilities for bicycle commuting and for recreational use by area residents and the approximately 18 million visitors and tourists to the National Capital Area each year. Enhancing this system of hiking and bicycle trails is an important recreational issue, and it is also a commuting issue for it would foster an alternative form of transportation -- bicycling -- which can assist in easing highway congestion and air pollution problems at minimal cost.

But the Park Service's system of hiking and bicycling trails is only the foundation for a genuine network. A number of extensions, additions and access points are vitally needed if we are to provide basic, safe bicycle and pedestrian access to most neighborhoods, communities and places of work in the area. Further, many of the existing trails are overcrowded or have designs which do not meet the generally accepted minimum standards published by the American Association of State Highway Officials (AASHTO) for bike paths. Finally, all the facilities have missing links, missing connectors, unsafe intersections, or unsatisfactory or missing bridges.

Let me give a few examples: (1) The Mount Vernon trail is too narrow and winding with inadequate sight distances, resulting in an unacceptably high injury rate (such as, for instance, the serious injury sustained by Senator Metzenbaum's wife on that trail); (2) although a private developer has prepared his agreed-upon tunnel between Crystal City and the Mount Vernon Trail, the Park Service has not had the funds to complete that connection and the tunnel today sits with a locked gate while thousands of cyclists cannot make that short, important journey; (3) the Rock Creek bikepath is so narrow in some places it would not meet AASHTO standards for a rural, lightly used trail, much less the immensely popular facility that it is. Further, it relies on an incredibly narrow automobile sidewalk to cross Rock Creek just south of the Zoo tunnel as well as an infamous cracked and disintegrating "low water" bridge to cross the creek again north of the Zoo; (4) Improvements to the Oxon Cove and Fort Circle Trails in D.C. and Prince George's County, and stabilization of the Arizona Avenue Bridge on the new Capital Crescent Trail are also vitally important.

In 1988, WABA prepared a report detailing the current state of the National Capital Region's trail system and documenting the need for improvements.[1] Based in part on this report, the National Capital Region has prepared its own report documenting these deficiencies.[2] Further, the Bicycle Technical Subcommittee of Washington Council of Governments has been developing a list of bike path improvements for the entire metropolitan area. Many NPS/NCR projects are on that list.[3]

In conjunction with the region's various bicycle clubs and important trail organizations like the Coalition of the Capital Crescent Trail, we have attempted to work out a program of regional hiker/biker trail improvements to begin to address unsafe features of current trails, to raise them to minimum AASHTO standards, and to begin filling in the missing links. We have focussed on deficiencies noted not only in our 1988 report, but also in the Park Service's own analysis and in the report of the Council of Government's Bicycle Technical Subcommittee.

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[1] A copy of that report is submitted herewith.

[2] A copy of the most recent version of this report is attached.

[3] A copy of the most recent version of the Bicycle Technical Subcommittee list is attached.

We suggest in particular the following projects for the next fiscal year:

a) construction of the so-called "Crystal City Connector" providing access between the Mount Vernon Trail and Crystal City.

b) construction of the so-called "Kennedy Center Area Improvements" to improve bicyclist access and safety through the Kennedy Center area between Virginia Avenue and the Theodore Roosevelt Bridge.

c) Construction of a new bicycle/pedestrian bridge across Rock Creek just north of the Oak Hill Cemetery, connecting the Rock Creek Bikepath with Montrose Park, Massachusetts Avenue NW and R Street NW.

d) stabilization and permanent redecking of the CSX Bridge across Canal Road on the Capital Crescent Trail, as well as completion of planning for the D.C. portion of that facility.

e) construction of improvements proposed for the Fort Circle Trail in D.C. and Prince George's County.

f) construction of improvements to the Oxon Cove Trail in the District and Prince George's County.

g) construction of safety improvements for the Mount Vernon Trail.[*]

The overall budget for this program is approximately $1.5 million. All projects are unlikely to be accomplished without a specific appropriation. All are worthy projects and need doing. All would support both commuting and recreational uses of key Park Service facilities. All would contribute to safety and utility of those facilities. I am pleased to attach to my testimony a letter of support for this project from the Virginia Department of Conservation and Recreation. On behalf of WABA, area bicycle clubs, and the outdoor recreation community generally, I hope that funds will be included in the National Park Service's construction budget to permit these projects to move forward. Mr. Kelly and I would be pleased to address any questions. Thank you.

March 7, 1990

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[*] More detail on these projects is set forth in the Appendix attached.

Appendix

Description of National Capital Area Bicycling Improvements
FY 1991

1. Crystal City Connector

Because the Mount Vernon Trail is generally located on the east side of the George Washington Memorial Parkway (between the Parkway and the Potomac River), Parkway traffic presents a formidable obstacle to access to the trail from the populated areas of Arlington, Alexandria and Fairfax County. In fact, there is no safe, easy Parkway crossing for the entire distance between Rosslyn and Four Mile Run. Several years ago, as part of its site plan approval process for Crystal City, the Charles E. Smith Company agreed to construct a bicycle/pedestrian tunnel under the railroad tracks at South 18th Street in Arlington. This tunnel was to connect with a feeder trail leading from the National Park Service Mount Vernon Trail at the level of National Airport. This connection would:

(a) provide access to the trail for the residents of South Arlington;

(b) provide access to Crystal City for office workers who would prefer to commute by bicycle; and

(c) provide non-auto, non-Metro access to National Airport from Crystal City.

Although the Smith tunnel has been completed for several years, it is closed and locked pending completion of the National Park Service feeder trail which has never been funded. Estimated cost: $130,000.

2. Kennedy Center Area Improvements

Ever since Arlington County and the National Park Service completed the trail from Rosslyn to Roosevelt Island and the Roosevelt Bridge, the amount of bicycle traffic on the north (upriver) sidewalk of that bridge has increased dramatically. Unfortunately, bike improvements on the D.C. side of the bridge have not kept pace with those on the Virginia side. Cyclists are led from the bridge across an unmarked interstate highway exit ramp and then onto a narrow, heavily used pedestrian walkway/bus waiting area on the Kennedy Center grounds. They are then routed onto a narrow pedestrian sidewalk that was not designed for bicycle use. The situation could be remedied with warning signs and safety striping across the exit ramp and a new trail to Virginia Avenue NW through the Kennedy Center lawn parallel to the highway. Estimated cost: $75,000.

3. New Rock Creek Bridge

Between approximately R Street NW and approximately Belmont Street NW the Rock Creek Bike Trail is located on the east side of Rock Creek, squeezed between the creek and the Rock Creek Parkway. Because cyclists can cross neither the creek nor the Parkway in this area, it is impe to get from the bike path to Massachusetts Avenue NW, thus inconveniencing tens of thousands of cyclists in upper Georgetown, Cleveland Park, American University, and parts of Montgomery County. A trail system already leads into Rock Creek Park from both R Street NW in Georgetown (through Montrose Park) and from Massachusetts Avenue NW, but there is no bridge connection across the creek. Construction of this bridge, which could use the footings provided by an existing ford, would instantly combine two good trail systems. Estimated cost: $175,000.

4. Decking the Capital Crescent Trail Bridge

The Capital Crescent Trail, slated to be built on the recently-abandoned CSX railroad tracks between Georgetown and Silver Spring, crosses the C&O Canal on a large steel truss bridge near Arizona Avenue NW. This bridge requires some stabilization work and also a wooden deck and hand railings to convert it from train use to safe pedestrian/bicycle use. Without this bridge, the trail in the District would consist of two small, irrelevant sections severed by the waterway. (The trail in Maryland needs extensive development funding, to be paid for by Montgomery County.) Estimated cost: $500,000.

5. Improvements to the Fort Circle Trail

The Fort Circle Trail is a crescent-shaped route stretching from Southeast Washington into Northwest Washington and connecting many of the old Civil War earthwork fortifications that defended the nation's capital. East of the Anacostia River the trail runs through a series of parks; west of the river it runs largely on streets and connects small parcels of National Park Service land. Completing the entire route so that it is usable will be a long-term, relatively expensive proposition; for FY 1991 we are requesting grading, surfacing, and signing improvements to the existing trail in Anacostia and planning money for a pedestrian/bicycle bridge across the Anacostia River. (This bridge would have the additional advantage of connecting the Kenilworth Aquatic Gardens with the National Arboretum.) Estimated cost: $200,000.

6. Improvements to the Oxon Cove Trail

A lovely recreational trail runs along Oxon Run Creek in the District and Prince Georges' County. It could be greatly improved for both recreation and purposeful commuting by repairing a few areas that were damaged by construction and completing a paved link to Forest Heights, Armhold Park and Eastover Center on the northern end and beginning planning for an extension southward to the Wilson Bridge and the site of the proposed PortAmerica development. The trail also needs additional signing. Estimated cost of construction and planning: $200,000.

7. The Mount Vernon Trail

The Mount Vernon Trail is one of the most heavily used and perhaps the most memorable trail in the greater Washington area with views of monuments and the Potomac River, dense wooded sections, boardwalks over marshes, boat marinas, park lands and playing fields, and of course, Mount Vernon itself. Nevertheless, the trail has numerous design deficiencies that make it dangerous to unsuspecting cyclists, walkers and runners. We understand that major bicycle improvements on the Columbia Island Bridge are slated to be carried out in conjunction with the planned revamping of the Columbia Island road system, so we are asking for trail improvement funds for the portion of the Mount Vernon Trail south of Old Town Alexandria. In this section the trail is wooded, winding and hilly; sight lines and visibility are far below the minimum standard. The trail is often very narrow and the surface is poor. This section needs redesigning to provide a straighter, wider and better graded and better surfaced trail. In some cases trees need to be removed; elsewhere trees need to be planted. In addition, because of heavy use, the trail should be striped with a center line. Estimated cost: $200,000

TOTAL REQUESTED: $1,480,000

Washington Area Bicyclist Association
March 7, 1990

B. C. Leynes, Jr.
Director

ADMINISTRATION
NATURAL AREAS CONSERVATION
PLANNING AND RECREATION RESOURCES
SOIL AND WATER CONSERVATION
STATE PARKS

COMMONWEALTH of VIRGINIA
DEPARTMENT OF CONSERVATION AND RECREATION
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Art Buehler, Director
203 Governor Street, Suite 326
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February 5, 1990

A-PL-ZTR-90

The Honorable Frank R. Wolf
United States House of Representatives
104 Cannon Building
Washington, DC 20515

Dear Representative Wolf:

Virginia's Department of Conservation and Recreation is the agency responsible for the development of the comprehensive Virginia Outdoor Plan for the Commonwealth. We also administer the Virginia Outdoors Fund which provides financial assistance to localities to aid in the implementation of the Plan. Funding and technical assistance provided by agency staff have been instrumental in the development of some of this nation's most popular and well-known bicycle facilities.

In Northern Virginia, the Washington and Old Dominion Railroad Regional Park runs from Purcellville in Loudoun County to Alexandria, a distance of 44 miles. The Custis Bike Trail is a popular commuter route that parallels I-66 through Arlington. Numerous heavily used trails follow stream valleys and many join the Mount Vernon Bike Trail.

With the development of bicycle trails in Northern Virginia has come a major increase in the number of commuting and recreational cyclists. Bicycle clubs in the metropolitan area enjoy strong memberships. Organized rides and an emphasis on safe cycling and good equipment contribute to their popularity.

Major traffic congestion in the metropolitan area can be lessened by an increase in the number of commuting cyclists. Many more people will use bicycles to get to work if they can have reasonable expectations for a successful commute. Condition and availability of commuter routes which connect places where people live with transportation nodes or places of employment is a major determinant in whether a person will use a bicycle to commute to work. To encourage more bicycle commuters, our bike routes must be properly designed and well maintained.

I solicit your support for an increased appropriation to the National Park Service for funding the renovation and expansion of the many important bicycle trails managed by the Park Service in the Washington Metropolitan Area. The Mount Vernon Trail in particular is in need of major refurbishment, and much work needs to be done to connect other trails to it in a safe manner. Funding for these essential improvements would come from the Land and Water Conservation Fund as set forth in the Interior and Related Agencies FY91 Appropriation Bill markup.

Your assistance to ensure that adequate funds are appropriated would be appreciated. Thank you for your consideration of this request.

Yours truly,

Art Buehler

Art Buehler

RSM/br

cc: B. C. Leynes, Jr.

B01281/MER

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE, BUREAU OF LAND MANAGEMENT, FOREST SERVICE, FISH AND WILDLIFE SERVICE, BUREAU OF INDIAN AFFAIRS

WITNESS

LORETTA NEUMANN, WASHINGTON REPRESENTATIVE, THE SOCIETY FOR AMERICAN ARCHAEOLOGY

Mr. ATKINS. The Society for American Archeology, Loretta Neumann?

Ms. NEUMANN. Hello, Mr. Chairman. Thank you for the opportunity to testify. I am the Washington representative for the Society for American Archaeology. It's an international association concerned with archaeology in the Americas.

One point I would like to make about archaeology—and I know that you have been a supporter of the issue in the past, and we appreciate that—but cultural resources, and I noted the conversation about Sagamore Hill and I won't get into management issues, but cultural resources are like endangered species: once they're gone, they're gone forever. That's one of the senses of desperation we feel about protecting these resources from looting and vandalism as well as from natural erosion, development projects. All sorts of activities can affect archeological resources.

We are testifying today on behalf of the society for a number of agency programs, relative small amounts for each of a number of different agencies. They're all important. All the Federal land managing agencies have responsibilities to protect archeological resources.

We've been extremely encouraged in the last couple of years that there's a growing awareness not just in the archeological profession within those agencies, but within the land managers themselves, the agency directors and their associates, that cultural resources in those multiple-use agencies, for example, is a true multiple use and needs to have some priority. Cy Jamison in the BLM and Chief Robinson for the Forest Service have been very supportive.

We have come before you, therefore, with requests for the Bureau of Land Management, the Forest Service, for the National Park Service, for the Fish and Wildlife Service, and for the Bureau of Indian Affairs. Rather than through every one of these, I would hope you would look at them closely because we will be the only, probably the only organization that comes with this kind of comprehensive list.

They've been very well thought out by people in the field. The amounts are very realistic.

One of the things I wanted to—rather than just read my statement, I just wanted to bring you a few other handouts I have. One is a button. I'm wearing one and I wanted to give you one. This is a project that the society has launched last year, "Save the past for the future." It's being done in conjunction with a number of these Federal agencies. We have a steering committee, and most of them are represented on it.

Here's a brochure, several of them; in fact, you can share them. On the back you'll see we even have agencies like the Minerals Management Service, NOAA, and some others, as well as the BLM and the Forest Service, the Park Service, and the Fish and Wildlife Service.

Here is a special edition of the society's bulletin from last September about a conference we had last May in Taos, New Mexico. We will be coming out with a report in April on the recommendations from that, and there will be some major recommendations for public education, for research, and for better law enforcement.

I also wanted to bring, just to show you, some of the things that the Federal agencies do. Our archaeologists in those agencies don't have a chance to come here before you to bring these things.

Mr. ATKINS. If you could leave those with us, that would be very helpful. I just have a few questions for you. I'm sure you're aware that I'm a failed archeologist, having had the dubious distinction of having put a pick axe through, what I think was at the time the oldest obsidian knife blade in North America, providing a pre-CETA job training program for about 20 graduate students at Harvard, piecing the thing together in the course of a winter.

Can you tell me what your top, very top priority is in preservation of archeological resources?

Ms. NEUMANN. Yes. To protect the resources from looting and vandalism.

Mr. ATKINS. Looting and vandalism?

Ms. NEUMANN. Yes. That's what this project is aimed at. It is growing increasingly. The problem is international as well as national in scope.

We had legislation in 1988, amendments to the Archeological Resources Protection Act, which added—it increased the protections from the law enforcement side. If you've dug up a site in the past, you had to dig—I can't remember the exact amount, but it was considerable, like $5,000 worth of damage before you could go to jail. Now that's been lowered to $500. That has helped tremendously in enforcement.

But, in addition, the amendments also added some new responsibilities on the Federal agencies for education of the public. This is what came out of the conference we had, which had academicians as well as people in the field. That is extremely needed.

Mr. ATKINS. Were there some recommendations in terms of regulating sale of historic artifacts as well?

Ms. NEUMANN. That is coming. The problem is, how? You're dealing with international markets. We do address that in our report, and that will be coming out in April.

Mr. ATKINS. Now for your anti-vandalism, anti-looting program, you're looking for in the National Park Service $500,000 for law enforcement?

Ms. NEUMANN. Yes. Last year Congress added $500,000 in the operating budget and $100,000 in the departmental consulting archeologist's post, which is within the Park Service. It's an unusual place, by the way. That DCA office is exceedingly important because they are delegated authorities from the Secretary of Interior. There's no other similar function in the Department.

Mr. ATKINS. Do you have anything else for any of the other Federal agencies for anti-looting, anti-vandalism?

Ms. NEUMANN. Yes. Every one of these, you will see there's featured implementation of the ARPA amendments in anti-looting. For the BLM, we have an amount; for the U.S. Forest Service, we have an amount; for the Park Service; for the U.S. Fish and Wildlife Service; and even a small amount, by the way, for the BIA. We're extremely concerned that they lack any project funding at all in the Washington office. We had invited them to participate in our anti-looting project, and they did not have the funds even to send somebody to attend the conference.

Mr. ATKINS. But the ARPA implementation, for instance, as I look on your Bureau of Land Management, that total amount isn't for ARPA implementation?

Ms. NEUMANN. No, no. They——

Mr. ATKINS. Do you have a breakdown, breakout for the cost just of ARPA implementation?

Ms. NEUMANN. Well, the $1 million for inventory of areas where significant resources are thought to exist and where looting is presumed to occur. They're really interrelated because, if you don't where the places are—I can assure you that the looters are finding them, but if the agency itself does not have a clear handle on where they are, they won't be doing the kinds of things that they can do.

The enforcement efforts have increased. Through site steward programs where they monitor—they actually have technical—in fact, we have a request in here for funding for the preservation of technology program in the Park Service. They're finding they can use surveillance, various remote sensing kinds of things, to capture people while they're doing this. That has helped enforcement, too.

There are ways to deal with it. In each of these budgets, we've requested specific funding.

One I would like to point out that has never had a line item—the others at least do; Fish and Wildlife has not ever had a line item, and they have not even surveyed 1 percent of their lands for cultural resources. They have one archeologist here in Washington, and yet they have more land to administer than the Park Service. Many of these are along riverways and wetland areas where obviously that's where people lived, so there is a high probability of resources there.

Mr. ATKINS. You're referring to——

Ms. NEUMANN. The Fish and Wildlife Service.

Mr. ATKINS. To Fish and Wildlife.

Ms. NEUMANN. I just wanted to highlight the fact. Then also there's just numerous—we have come with a lot of little requests, and I would just hope that you would treat them favorably. They're not, any one of them, enormous.

Mr. ATKINS. As you are aware, Chairman Yates has been a leader on this issue. Again, we get down to the question of our resource limitations.

Ms. NEUMANN. Correct, except that one of the problems we have is that in the cultural resources that is supposed to be, for example in the Fish and Wildlife Service and the Bureau of Land Management or in the Forest Service, a multiple use, along with their other activities, whether it's the timber in the Forest Service or the grazing in the BLM. Yet, the funding for these programs is not equal.

We're not even asking for the same amounts. They still will be pitifully small compared to the other resources. But this is—they have a mandate in all of those agencies. Every one of them has a mandate to take care of their cultural resources.

Mr. ATKINS. I appreciate that, but that doesn't help us with allocation of the scarce resources the committee has.

Ms. NEUMANN. Well, you——

Mr. ATKINS. It's something we're certainly sympathetic about, but you've sat through some of the other testimony. People are talking about precious resources that are irreplaceable that are being destroyed. Fortunately, this committee's come up with—every year since Mr. Yates has been the chairman— with substantial additional resources, but there are limits on what we can do.

Let me suggest that you—if you could put your requests in some kind of priority order, that would be very helpful for the committee.

Ms. NEUMANN. We have in here one request that has no money attached to it that might help. That is, we have found, particularly in the multiple-use agencies where they spend their money by function—they allocate it. We feel that it is not necessarily being spent the way Congress intended.

If you look on page 2, at the top of my statement, we are asking if you would be willing to have either your appropriations investigative team or the GAO look into how the money has been spent in the past. Every year the agency has come up and said this is the way they're going to spend it. I happen to know from personal experience that—for example, this happens in the Forest Service and it happens in the BLM; I'm less aware of the other agencies—that by the time it gets to the field, either the forest or the regional forester in the case of the Forest Service, in the BLM the State offices—they siphon off the money. They're not getting the cultural resources money that they're even telling you that they spend.

Mr. ATKINS. If you'd be willing to document some of those abuses——

Ms. NEUMANN. We are intending to.

Mr. ATKINS [continuing]. And put it in writing to the committee, that would be extremely helpful.

Ms. NEUMANN. We have been thinking about having a Freedom of Information request of them. We would be happy to share that information.

Mr. ATKINS. Thank you very much.

Ms. NEUMANN. Thank you very much.

[The prepared statement of Ms. Loretta Neumann follows:]

Society for American Archaeology
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(202) 293-1774

For the House Appropriations Committee
Subcommittee on Interior
Fiscal 1991 Appropriations
Bureau of Land Management, USDA Forest Service,
National Park Service, Fish and Wildlife Service
and Bureau of Indian Affairs

Statement by Loretta Neumann
Washington Representative

March 7, 1990

Mr. Chairman, the Society for American Archaeology (SAA) is pleased to have the opportunity to present this testimony. The continued interest, support and leadership of your subcommittee is major stimulus for archaeological resource protection, research and interpretation.

The Society for American Archaeology is an international scholarly and professional association comprised of both professional and avocational archaeologists concerned about the discovery, interpretation and protection of the archaeological heritage of America. As such, the SAA has had a long partnership with the Bureau of Land Management, USDA Forest Service, National Park Service and other federal agencies with similar missions in their efforts to preserve and promote the nation's cultural and natural resources.

OVERVIEW

The Society for American Archaeology is encouraged by the budget increases for some cultural resource programs requested by the Administration for Fiscal 1991.

Archaeological sites contain the undocumented remains of past human activities and are fragile sources of information about the prehistory and history of the nation. Looting of archaeological sites is a national problem that has reached crisis proportions. Specific funding is needed to help address this crisis. The 1988 amendments to the Archaeological Resources Protection Act (ARPA) require all federal land managing agencies to become more proactive in their cultural resource programs. These requirements include developing plans and schedules to survey for sites in areas not scheduled for development projects but which may have a high probability of archaeological sites.

In addition, the 1988 amendments require federal agencies to develop public education programs. The increases in the Fiscal 1991 budget will allow some, but not all, of the federal land managing agencies to meet their program requirements for compliance with section 106 of the National Historic Preservation Act. Little is available in the budget proposal for implementation of ARPA.

(2-5.987-n.

The SAA is very pleased with the efforts being made by many of the federal agencies in response to their cultural resource protection requirements. The support of this Committee and the Congress through increased funding over the years has truly meant the protection of many endangered sites. The SAA is concerned, however, that the funds appropriated by Congress are not being spent as they were intended, especially in those agencies which budget by program function and not by geographical unit. We understand that funds earmarked by Congress for cultural resources are being redirected by regional and field offices for other purposes although within the same function. The SAA asks that the Committee consider asking the staff of the Appropriations Committee investigation team or even the General Accounting Office to look into this situation and review how agency funds for archaeology have been spent over the past 2 or 3 years.

With those observations in mind, the Society for American Archaeology has several specific funding and program requests to bring to your attention.

BUREAU OF LAND MANAGEMENT

The Bureau of Land Management (BLM) has responsibility for the nation's largest acreage of public lands. On these lands are some of the most diverse cultural resources in the country. BLM has been making improvements in programs but the emphasis has been on mitigation projects not active cultural resource management. The Administration's Fiscal 1991 budget proposes to increase slightly the level of cultural resource management funding from $6.7 million in 1990 to $8.3 million.

Cultural Resources Management

The Society urges Congress to increase the overall cultural resources management funding to **$11.171 million**. This funding would allow BLM to implement a comprehensive program including ARPA implementation; expanding public outreach; developing programs to increase public awareness of archaeological resources; developing an incident tracking system and plans; and preparing schedules for inventory of areas where significant resources are thought to exist and where looting is presumed to be occurring. The SAA recommends that the increased funding be used as follows:

- **$224,000** for public education and public awareness including funding for an innovative program - Adventures in the Past.

- **$1 million** for inventory of areas where significant resources are thought to exist and where looting is presumed to be occurring.

- **$350,000** for interpretation of archaeological and historic resources.

- **$240,000** to enhance volunteer assistance programs. This very successful program in Fiscal 1988 provided over 45 work years of time for cultural resource programs.

- **$1.1 million** to manage areas of special concern including El Malpais National Conservation Area in New Mexico, Warner Wetlands Area of in Oregon, Steens Mountain Recreation Area in Oregon, California Desert Conservation Area and the Empire-Cienega and Barry M. Goldwater Range in Arizona. These are areas of heavy visitation and contain a high density of significant archaeological resources and are in need of documentation, protection and interpretation.

Resource Protection (Law Enforcement)

The SAA supports the Administration's requested funding increase of **$845,000** for BLM's law enforcement. This base increase includes investigation of archaeological resource violations, public awareness of archaeological sites and a special investigative task force for the Four Corners area. The SAA requests report language commending BLM's law enforcement staff for developing successful programs to protect sites.

USDA FOREST SERVICE

The Forest Service manages millions of acres of land which contain thousands of archaeological sites and hundreds of historic properties. In Fiscal 1990, the cultural resource program in the Recreation Management Program received $18.3 million from Congress. In the budget request for Fiscal 1991, this program has been recommended for $22.007 million. While the SAA is very pleased with the increase, we are concerned that the funds are not sufficient to bring the Forest Service into compliance with the 1988 amendments to ARPA. Most of Forest Service cultural resource funding is used to support timber, mineral, range and recreation activities. Relatively little is available for interpretation, public education and resource enhancement.

Cultural Resource Programs in the Forest Service

The SAA urges the Committee to increase the cultural resource program to **$25 million,** with the stipulation that the increase be used to allow forest archaeologists to greatly expand and improve public education and resource enhancement programs. The SAA recommends that the requested increases be directed as follows:

* **$3 million** for implementation of the 1988 ARPA amendments requiring public education. The Forest Service began a new and innovative program, Windows on the Past, last year. The response from the public has been overwhelming and there is a great opportunity to expand the program. Funds are needed to do so. The ability to successfully direct the public's interest in the past can help end looting and vandalism. Public participation in cultural resource programs can also help the Forest Service meet legislatively mandated requirements for survey, documentation and evaluation of heritage sites while providing a unique and exciting recreational experience for the public.

* **$250,000** for cultural resource law enforcement. Law enforcement efforts designed to reduce damage to sites from illegal activities include modification of computer systems to allow the identification and tracking of incidents of illegal excavation and trade of artifacts from National Forests lands.

* **$500,000** for cultural resource management research issues to support land management. The potential exists for a significant reduction in costs for inventory and evaluation of cultural resources through development of more effective and efficient technologies.

* **$250,000** for evaluation of the backlog of identified but unevaluated sites is critical. For more that 20 years the Forest Service has exceeded its ability to evaluate the sites it is identifying.

In addition, we ask for specific Committee Report language that these funds appropriated for cultural resource management activities, especially ARPA implementation, not be redirected to provide funding for other programs. Often this has been the case in the Forest Service in the past. Our national heritage should not be "borrowed" from in order to finance other activities.

Finally, the SAA asks that the Committee instruct the Forest Service to hire one additional full time archaeologist for the Washington Office. Currently, this office is staffed by one individual who is responsible for the overall coordination for nine regions, 135 forests, approximately 200 cultural resource employees and over 190 million acres of land. No other federal agency with such an extensive program has so small a national office. We have urged the Forest Service to hire additional staff for over three years. Perhaps if your Committee directs them to do so they will act.

NATIONAL PARK SERVICE

National Recreation and Preservation

In Fiscal years 1989 and 1990, your committee provided add-on funding for the Office of the Departmental Consulting Archeologist (DCA) and other programs in the National Recreation and Preservation Programs in the National Park Service. We would like to highlight two of these programs: The Office of the Departmental Consulting Archeologist and Technology Transfer.

Departmental Consulting Archeologist Office (DCA)

As in the past, the Administration has requested no additional funds for the DCA in the Administration's proposed Fiscal 1991 budget. The SAA believes that the DCA needs **$300,000** to continue the coordination of the overall federal archaeological program. It is especially needed to implement the amendments to ARPA, a role for which the DCA has special coordinating responsibilities. The Society recommends that this amount be used as follows:

* **$100,000** to train other public agencies throughout the country on how to deal with archaeological looting; assist officials to develop programs to reduce looting; enhance information sharing; and produce technical reports.

* **$100,000** to upgrade existing databases of successful prosecutions, incidents of looting and public education efforts underway.

* **$100,000** to coordinate interagency working groups and information on looting and vandalism and to promote better public education and participation in federal, state, tribal and local archaeological programs.

We strongly recommend that this amount be instituted as a regular appropriation.

Historic Preservation Technology Transfer

Technology serves many important purposes in historic preservation. For archaeological site and historic property preservation, technology allows for non-destructive testing, sophisticated site monitoring and computer archival and retrieval of documents, drawings and reports. The Office of Technology Assessment (OTA) in 1986 reported that the most cost effective approach to long term historic preservation lies in the varied contributions to be made by new and existing technologies. Last year, Congress provided $100,000 for NPS to begin preliminary efforts to develop a program of historic preservation technology transfer in conjunction with a growing consortia of universities and other interested institutions. The SAA strongly urges Congress to provide **$500,000** continue and expand this effort.

Historic Preservation Fund

The SAA believes that at least **$65 million** is needed for the Historic Preservation Fund (HPF). The HPF is one of the most important mechanisms for federal funding of archaeological research, survey, excavation and protection. The increases requested by organizations such as the National Conference of State Historic Preservation Officers and others will allow the successful state grants-in-aid program to continue. The SAA recommends $50 million for state grants, $9 million for the National Trust for Historic Preservation and $1 million for the Secretary's discretionary fund. The remaining $5 million should be used to continue tribal grants.

The SAA is aware that in Fiscal 1990 for the first time HPF funds were provided for tribal preservation programs. The amount was $500,000. The overwhelming response from tribes submitting proposals and requesting guidance indicates that the more funding is needed. To date, 240 grant proposals have been received for the $500,000 appropirated in Fiscal 1990. The Navajo Nation, a leader in tribal historic preservation, has estimated that at least **$5 million** is needed for tribal programs. The SAA supports this amount.

Operations of National Park System (ONPS)

Curation

The SAA supports the **$2.5 million** requested for artifact preservation and curation. Over 70% of NPS collections are archaeological in nature and require special care. The continued support of Congress for this project is essential to ensure that these fragile collections are preserved.

Law Enforcement

The NPS appropriation for Fiscal 1990 included **$500,000** for law enforcement, research and interpretation to aid in the protection of cultural resources in parks that are threatened by looting and vandalism. The SAA urges that this amount be provided again in Fiscal 1991.

US FISH AND WILDLIFE SERVICE

The Society for American Archaeology asks that your Committee this year provide specific cultural resource funding for the Fish and Wildlife Service (FWS).

The FWS has never had a line item for cultural resource management. They have surveyed less than one percent of their lands; to be exact, the most recent statistics show that Fish and Wildlife has surveyed only .6% of the more than 90 million acres in their care. These are lands with a very high probability for archaeological resources. Prehistoric people exploited marine resources found along and within water ways including streams, lakes, marshes and rivers. These water way areas are the lands managed by FWS. Archaeological sites are abundant on lands managed by FWS. In addition, these lands are being severely damaged and destroyed by looters, vandals and erosion. Since the FWS does not know the location of the sites (not having conducted site surveys) they cannot adequately protect and manage them. The SAA is requesting **$1.335 million** for Fish and Wildlife Service to begin properly managing the heritage resources for which they are responsible.

The SAA recommends that the $1.355 million requested be placed in the Refuge Operations division and be used as follows:

* **$260,000** - for Malheur National Wildlife Refuge in Oregon for survey and document, preparation of National Register nomination, site evaluations and analysis of human remains, curation of recovered artifacts. inventory to establish baseline data.

* **$170,000** - for the Aklis Site, Sandy Point National Wildlife Refuge, St. Croix, USVI for data recovery and salvage of archaeological resources exposed due to Hurricane Hugo and subsequent looting from National Guard troops. This site is listed on the National Register of Historic Places and is date to 700-900 A.D.

* **$75,000** - for Stillwater National Wildlife Refuge in Nevada for analysis of human remains and artifacts unearthed during erosion, data recovery of newly exposed sites and analysis of materials recovered last year.

* **$300,000** - for stabilization and data recovery operations at sites being damaged from erosion and natural deterioration. These include the Upper Mississippi National Wildlife Refuge in Wisconsin and Iowa, Trempealeau National Wildlife Refuge in Wisconsin and Minnesota and Reelfoot National Wildlife Refuge in Tennessee. All of these contain important sites affected by water erosion. Stabilization of vandalized sites is also needed for Lower Klamath Basin National Wildlife Refuge in Oregon and California and Hart Mountain National Wildlife Refuge in Oregon.

* **$300,000** - for archaeological survey and plans to comply with 1988 amendments to the Archaeological Resources Protection Act. Funding would be used to plan for and conduct refute surveys to identify significant archaeological resources and plan for their protection.

* **$250,000** - for archaeological survey and plans to comply with 1988 amendments to the Archaeological Resources Protection Act in Alaska. Fish and Wildlife Service has one archaeologist in Alaska which contains 2/3 of the agency's lands.

BUREAU OF INDIAN AFFAIRS

The Bureau of Indian Affairs has a unique opportunity to assist Indian tribes with the management and protection of the heritage resources located on tribal and trust lands. The BIA serves these functions through its area offices which work directly with tribes. The SAA urges the Committee to appropriate an add-on of $500,000 for special cultural resource issues. These include $400,000 for the Makah tribe in Washington state to assist with construction of a new cultural study and storage facility. The Makah have responsibility for the largest collection of pre-contact artifacts found in the Northwest area. These artifacts were recovered by the National Park Service in the 1970's and are now being curated by the Makah. The facilities for curation are inadequate. The Makah are planning to construct a new facility for research, education, curation and interpretation. The funds requested are a one time need and would be used for collection security, fire and theft prevention and collection maintenance. The funds should be provided by the BIA to the tribal operations budget.

The remaining $100,000 is recommended to be used by the Ecological Service Division in the Washington Office for special cultural resource projects. For example, last year the SAA initiated a successful partnership program with several federal agencies to stop looting and vandalism of archaeological sites and to educate the public. The BIA, while interested in participating in the project, did not have funding in the Washington Office. There were not even sufficient funds for a BIA employee to be involved in the planning process since they did not have the funds to travel. A small amount of money, such as $100,000, would provide the Washington Office of BIA with project funds that will help them more effectively manage and coordinate the public education programs required under law.

CONCLUSION

Mr. Chairman, the Society for American Archaeology believes that protecting the archaeological heritage of our nation is increasingly important. Congress has mandated that federal agencies must address these responsibilities. It is only through the continued support of this Committee that the federal agencies will be able to fulfill their Congressionally-mandated requirements and, thus, justify the trust placed in them by the American people. Thank you.

Society for American Archaeology

Fiscal 1991 Appropriation Requests for Interior and Related Agencies Cultural Resource Management Programs

Agency	FY 90	FY 91 Administration Request	FY 91 SAA Request
BLM	6.706	8.318	11.171
FS	18.142	22.007	25.0
NPS			
DCA	.100	0	.300
Technology Transfer	.100	0	.500
HPF	32.75	33.665	65.0
Curation	2.1	2.5	2.5
ARPA Enforcement	.500	.500	.500
FWS	0	0	1.355
BIA Tribal Operations and Ecological Services	0	0	.500

BLM = Bureau of Land Management
NPS = National Park Service
DCA = Departmental Consulting Archeologist
HPF = Historic Preservation Fund
ARPA = Archaeological Resources Protection Act
FWS = Fish and Wildlife Service
BIA = Bureau of Indian Affairs

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESSES

HERBERT VREELAND, GOVERNMENT AFFAIRS LIAISON, THE SOCIETY FOR APPLIED ANTHROPOLOGY

Mr. ATKINS. The Society for Applied Anthropology, Herbert Vreeland?

Mr. VREELAND. Good morning, Mr. Chairman.

Mr. ATKINS. Good morning—good afternoon.

Mr. VREELAND. I guess that's correct.

My remarks relate to the ethnography program of the National Park Service, and it's specifically for purposes of expanding this program that we are asking for increased funding of $500,000 in the Park Service budget.

This program, which is not well known, can make a unique and significant contribution to the way park resources are managed and the quality of relationships between parks and their neighbors.

Unfortunately, this program's light has been under a bushel for 10 years, and my testimony today is in the interest of removing the bushel and hopefully putting some oil in the lamp.

I would like to describe this function first in terms of its program—excuse me, this program in terms of its functions. These functions relate to particular kinds of park units in the National Park system. These are units that have been associated since they were established with communities that have historical ties to the park site and continuing interest in park resources and contemporary park operations.

About a third of all units in the National Park Service are of this type, and they occur throughout the continental U.S. and Alaska and Hawaii. They are found associated with culturally-diverse communities such as Native Americans, Hispanics, Afro-Americans, and Euro-Americans.

Examples are the Martin Luther King National Historic Site which is embedded in an Afro-American community in Atlanta, the Lowell National Historic Park which is embedded in an old community of mixed European descent, Jean LeFee Park in Louisiana which is associated with cajun and black populations, numerous parks in the Southwest connected with Indian reservations, and five parks in Hawaii that are connected with old Native Hawaiian populations.

There are three kinds of considerations which are peculiar to these park units and that present park managers with unique challenges and opportunities when they come to draw up their general management plans.

Many of these associated communities continue to use park resources for traditional nonrecreational purposes such as hunting and religious observances—for example, in the Big Cypress Reservation in Florida where the Mex-Zuki Indians continue to hunt. Park managers need to find ways of accommodating these nonrecreational uses with the requirements for adequate management of park resources.

Again, many communities are concerned that park resources related to their own cultural heritage be adequately protected and accurately interpreted, such as in the Petroglyph national monument.

Here park managers have opportunities to develop collaborative resource protection and interpretation programs with these communities. Most communities have an interest in preserving their traditional values and life ways. Here park managers have an opportunity to develop harmonious and cooperative relations with these communities and to minimize the adverse impacts of park operations on them.

To take account of these considerations in their management plans, park managers need a lot of information of a special sort. They need information about what park resources are significant to the associated communities and why, what knowledge and beliefs the communities have about these resources and park ecosystems, how they use the resources, and how these resources relate to their traditional life ways and cultural heritage. Park managers, in addition, need a lot of general background information about traditions and practices of local people and their expectations and needs for the future.

These kinds of data are referred to as ethnographic information, and they are collected through ethnographic field studies conducted by trained specialists in collaboration with local people who are the source of the information.

The specific function of the ethnography program is to direct and assist park managers in the initiation and conduct of these field studies. Our problem is that, because of inadequate staffing and funding for the last 10 years, this particular program simply does not have the resources needed to carry out these responsibilities.

They have been able to support only one anthropologist in the Washington office with some travel money up through 1989. In 1990, they were allocated $100,000 internally, which made it possible to add applied cultural anthropologists in two regions, but those are one-time funds. Unless some way is found to continue them, that expansion will die, Mr. Chairman.

Mr. Atkins. Let me suggest—I'm sure you're aware we're facing all kinds of problems with the operating funds for the park system. It's a function of the last 10 years of the Reagan administration. While, as I mentioned earlier, President Bush's budget says all of the right things, there isn't any money to do any of the right things in that budget.

My question to you is that it seems as though the problem is more acute in certain park systems than in others.

Mr. Vreeland. That's true.

Mr. Atkins. You mentioned the Lowell National Park, which I happen to have a little bit of familiarity with it. It's in my district.

I have to tell you, quite candidly, that I don't think there's a need for this kind of work. I think it's already being done by the existing community groups and the park itself.

You mentioned Jean LeFee where this committee has appropriated money for some cultural centers where presumably this kind of thing will be done as part of that appropriation. You also mentioned some of the other parks in the Southwest where the problem is particularly acute.

Perhaps you could come in for the record with some suggestions as to a couple of parks where perhaps the need is most acute where we could look at putting in pilot projects. It seems to me that putting money into a Washington office for an anthropologist that's going to have responsibility for the entire system, that you're not going to have a very large impact on the system itself. It's just going to add a layer of bureaucracy. Perhaps a more appropriate way to look at resolving this problem is to look at a few of the individual parks where resources could be applied and where you could actually see some results in terms of the surrounding communities and the visitors to the parks.

Mr. VREELAND. Thank you.

Mr. ATKINS. Thank you.

[The prepared statement of Mr. Vreeland follows:]

PARK UNITS WITH HIGHEST PRIORITY NEED FOR ETHNOGRAPHIC STUDIES

PARK UNITS	ASSOCIATED GROUPS
Alaska Region	
Bering Land Bridge NPreserve	Eskimo
Gates of the Arctic NP and Preserve	Eskimo, Athabascan
Pacific Northwest Region	
Olympic NPark	Quinalt
Mt. Rainier NPark	Yakima
Western Region	
Organ Pipe Cactus NMon.	Papago
Death Valley NMon.	Timbisha Shoshone
Rocky Mountain Region	
Glacier NPark	Blackfeet
Bighorn Canyon NRecArea	Crow
Southwestern Region	
Canyon De Chelly NMon.	Navajo
Chace Culture NHistPark	Navajo, Hopi
Midwest Region	
Grand Portage NMon.	Chippewa
Pipestone NMon.	Flandreau, Sioux
Southwest Region	
Big Cypress NPres.	Miccosuki
Great Smoky Mts. NPark	Cherokee

Submitted to the House Appropriations Subcommittee on Interior pursuant to the hearing of March 7, 1990.

Saa The Society for Applied Anthropology

STATEMENT OF HERBERT H. VREELAND
GOVERNMENT AFFAIRS LIAISON
SOCIETY FOR APPLIED ANTHROPOLOGY
before the
APPROPRIATIONS SUBCOMMITTEE ON INTERIOR
U.S. HOUSE OF REPRESENTATIVES

MARCH 7, 1990

Mr. Chairman and Members of the Committee: My statement today relates to the Operations of the National Park System (ONPS), Department of the Interior. This is a request for base funding in the amount of $500,000 for FY'91.

I am appearing here today on behalf of the Society for Applied Anthropology, founded in 1941 and with a current membership of over 2,000 drawn from a variety of public service and scientific professions.

We are concerned that many park units throughout the National Park System -- including some of the largest and best known -- are being operated without adequate understanding of the relationships between park resources and the traditions and practices of local people whose communities lie adjacent to the parks, and without a sound basis for involving these people in mutually beneficial partnerships.

As you may be aware, roughly one-third (ca. 130) of all units in the National Park System are associated with communities that have traditional historical ties to, and continuing interest in, the parks and their resources. These interests range from concern for proper treatment and interpretation of prehistoric sites to continuing use of park resources for traditional religious and other cultural purposes. While many of these parks are located in the Southwest, in close association with Navajo, Zuni, Hopi and other American Indian communities, parks of this general type are in fact scattered widely across the continental United States, in Alaska and Hawaii, and are found associated not only with Native American communities but also with other culturally diverse communities such as Hispanic, Afro-American and Euro-American.

In all of these parks, any natural or cultural resources that are ascribed special significance by the people who have been traditionally associated with them are designated as ethnographic resources. We know little about them in parks. But we do know these may include culturally important plants and animals, and particular geographic features that in some cases are believed to contain religious power. Rock Art is another example. Ethnographic resources in the built environment would include churches, kivas, and a multitude of prehistoric and historic structures.

Park managers have special responsibilities for the management of these ethnographic resources. As directed by park enabling legislation and National Park Service policy and guidelines, managers are required to inventory them, protect them from adverse natural and human effects, interpret them so that park visitors have an accurate understanding of their meaning to traditionally associated people, and monitor non-recreational uses thereof so as to minimize potential adverse effects of use. Since park enabling legislation, as well as certain other federal statutes (American Indian Religious Freedom Act, Alaska National Interest Land Conservation Act) in many cases legalize traditional rights of access to park resources for traditional non-recreational uses, park managers must find ways of accommodating these rights with the long-term requirements for adequate resource protection. Conversely, under the National Environmental Policy Act, park managers are required to minimize potential adverse impacts of park operations on local or other traditionally associated community. Finally, park managers are expected to reflect all of the above considerations in their General Management Plans, and to consult and maintain harmonious relations with their neighbors in both the development and implementation of these plans.

These are major responsibilities. To fulfill them, park managers require large amounts of reliable ethnographic information - i.e. information about the traditions, practices, and lore of the contemporary local or other people traditionally associated with park resources, their past and present relationships with the park and its resources, and their legitimate needs and expectations for the future. With this information, managers can identify cultural and natural resources of special interest to associated communities, regulate the continuing traditional non-recreational uses of these resources, and avoid adverse impacts of park operations on local communities. Without this information, managers cannot effectively monitor and control resource use, or protect less obvious cultural resources from physical damage, and they have no solid basis for working out mutually acceptable ground rules with local people.

Park managers are directed to obtain this ethnographic information through four types of field study - (1) inventory of ethnographic resources, (2) ethnographic overview and assesment, (3) traditional use study or resource ethnography, and (4) environmental impact assessment. These are carried out by means of field surveys, walk-throughs, and in-depth interviews conducted in collaboration with the associated Indian, Inupiat Eskimo, Euro-American, Afro-American, Hispanic or other peoples. Once collected, the information must be organized in data bases in a form accessible to park planners.

These information gathering and data management activities are the province of professional cultural anthropologists or ethnographers with specialized training in the conduct of methodologically sound qualitative and quantitative field studies and in the analysis of complex cultural and social systems. When these specialists apply their knowledge and skills to practical problems such as planning or brokering inter-group relations, they are known as applied cultural anthropologists or ethnographers.

We come now to the nub of our statement: How do park managers avail themselves of this expertise, and what budget do they have to fund ethnographic field studies and build ethnographic data bases?

The answer to this question lies in the National Park Service's Anthropology Division, under the Associate Director for Cultural Resources, Washington, D.C. About a decade ago, the Anthropology Division established a program now referred to as the Ethnography Program. This applied cultural anthropology program has several functions. These include (1) the development and monitoring of Service-wide policies, standards and guidelines for the collection, organization, and application of ethnographic data, (2) the development of training programs for Service personnel in regard to the management and use of ethnographic data, (3) the development Policies regarding park relationships with associated Native Americans, and (4) technical assistance to regions and parks that lack ethnographic expertise.

A viable Ethnography Program promises multiple benefits. Obviously it will meet Service needs for cultural data to better inform resource planning, protection, interpretation, and management. The data will also help allay park neighbor's concerns about appropriate treatments for traditional resources that fall within park borders. In this respect, resources within parks that American Indians might classify as traditional "off-reservation" materials could be better protected. As the Service's Tribal Historic Preservation Program moves forward, and we certainly endorse the fiscal strengthening of this important undertaking, the park Ethnography Program would offer Tribes additional sources of technical assistance.

The essence of our concern is that this program has been inadequately funded and staffed since its inception. In FY'89 the Washington Office continued its nearly decade-long practice of funding just one senior cultural anthropologist. No applied cultural anthropologists, as distinct from archeologists or other historic preservation specialists, were employed in any of the 10 regional offices. The Denver planning center has one cultural anthropologist. Few ethnographic studies have been initiated to-date. No money was available for the priority funding of the project-focused ethnographic studies urgently needed to fill critical gaps in the data base, and no money was available to provide technical assistance to the offices and parks that requested it. This also kept the Service from collaborating with Indian and other park-associated peoples interested in inventorying and protecting the traditional ethnographic resources they continue to value.

In FY'90, through a one-time internal reallocation of funds, the Ethnography Program budget was increased by $100,000 which will make it possible to hire an additional applied cultural anthropologist in the Washington Office, and introduce regional applied anthropologists in each of two regional offices (Rocky Mountain and the Pacific Northwest). Funds also became available for a regional training course on Ethnographic and Native American concerns, and for initiating preliminary planning for an Ethnographic Resource Inventory. These are transitory arrangements. All hires will be temporary and funded with certainty for only six months of the year. To maintain this minimally expanded program on a full year basis would cost about $250,000 per year.

Our conclusion, therefore, is that if this program is to function in a manner and at a level commensurate with its responsibilities in the National Park System, it should be base-funded at a much higher level than it is now. We estimate this level to be about $900,000 per year. Of this, $400,000 is required for program operations to maintain two or three cultural anthropologists in the Washington Office, and one cultural anthropologist in each of five regional offices: program support costs are included. The remaining $500,000 is required to fund collaborative ethnographic field studies and data base development; each region would receive funds for these purposes.

We realize that program expansion of this magnitude cannot be achieved in one year. Since the reallocation allows the program to currently operate at a projected level of about $250,000 per year, our recommendation is that its funding base be set at $500,000 for FY'91 and brought up to the $900,000 level by FY'94.

In closing, I want to point out that we are not alone in our concern. In 1988, the National Park System Advisory Board strongly recommended expansion of the program through the allocation of additional staff and funds. More recently, the National Parks and Conservation Association, in its 1989 Commission report, stated: "Ethnographic research must be expanded to permit the National Park Service to meet the challenge of cultural preservation policies and directives and to cooperate effectively with culturally diverse neighbor populations."

This is the end of our statement. Thank you Mr. Chairman for the opportunity to appear before this Subcommittee today.

WEDNESDAY, MARCH 7, 1990.

BUREAU OF LAND MANAGEMENT, FISH AND WILDLIFE SERVICE, FOREST SERVICE

WITNESSES

DAVID ALBERSWERTH, DIRECTOR, PUBLIC LANDS AND ENERGY DIVISION, NATIONAL WILDLIFE FEDERATION

CATHY CARLSON, LEGISLATIVE REPRESENTATIVE, NATIONAL WILDLIFE FEDERATION

Mr. ATKINS. The National Wildlife Federation, David Alberswerth and Cathy Carlson?

Mr. ALBERSWERTH. Mr. Chairman, thank you very much for the opportunity to present the views of the National Wildlife Federation today on the Forest Service's fiscal year 1991 budget and BLM's budget. We will be submitting our comments on the Fish and Wildlife Service budget at a later time.

The issues with respect to the Forest Service budget that I would like to highlight for your attention this morning are, first of all, ancient forest protection. Last year you were intimately involved in the design of a compromise solution to this persistent problem of how best to manage the old growth of the Pacific Northwest. That compromise was embodied in section 318 of last year's interior bill, and I have brought this morning, for the chairman and the committee's attention, some correspondence that we have received from members of the advisory boards.

First, correspondence addressed to Chairman Yates from board members who asked that I present those today and, secondly, correspondence from other board members to various officials about the problems that they have experienced as board members.

The bottom line here is, Mr. Chairman, that section 318 simply hasn't worked to protect either spotted owl habitat or to prevent the fragmentation of old growth forests in the Northwest. The reason for that, basically, is that the harvest levels were simply set too high. In a number of instances, if you read through those letters, it is quite clear that the Forest Service and the BLM simply didn't have sufficient areas to go into that were not spotted owl habitat.

Our recommendation, as a consequence of that experience, is simply that the harvest level, the ASQ simply has to come down substantially.

The next area that I'd like to mention is the allowable sale quantity generally throughout the forest system, which we also believe needs to come down to sustainable levels, a level of about 8 billion board feet, we feel, for the next year.

Third, we've recommended a substantial reduction in the forest road program. This is an issue that is not a new one to the subcommittee. Last year for the first time we gained substantial support from the Senate for a significant reduction in the forest road budget, and we're hoping that this subcommittee will continue to lead the way on that particular program.

Next, the Forest Service's budget contains an initiative on below-cost sales which we think is an interesting idea, but is not very well thought out. Our recommendation is that, instead of targeting 12 separate national forests for the elimination of the low-cost sales in one fiscal year, that the Forest Service instead begin to eliminate the worst below-cost sales throughout the forest system and gradually eliminate them over time.

Finally, I wanted to mention the fisheries and wildlife habitat management program which is—the request is for an $84 million budget. We have requested a $39 million increase for that program. I have outlined the specific areas where we think those increases are appropriate.

Thank you very much.

Mr. ATKINS. Thank you.

Ms. CARLSON. Mr. Chairman, thank you for the opportunity to present the views of the National Wildlife Federation about the Bureau of Land Management. The fiscal year 1991 budget for BLM reflects changes in BLM's approach to renewable resources management that we hope will show new trends in the agency.

In fact, the BLM staff, under the direction of Cy Jamison—the agency will be able to improve its public land management. But the new initiatives at BLM will mean funding. As you continue to point out, there's a lot of rhetoric coming out of the President's office and the Interior Department, but it's not being backed up with funding levels.

NWF makes recommendations on a number of BLM programs, but I wanted to call your attention in particular to one key issue that needs the subcommittee's support. The BLM is facing a critical personnel shortage. The last 10 years of budget cutbacks in the personnel office have taken a serious toll on the ability of the BLM to manage our public resources. For example, BLM has almost a million miles of fishable streams under its management and has developed a comprehensive plan to manage its resources, but the agency has only 37 fisheries biologists nationwide.

The number of species that are candidates for threatened and endangered species status are increasing on the public lands. BLM now recognizes over 600 plant species and over 200 vertebrae species that require special management attention to keep them off the Federal endangered species list, but the BLM does not have the biologists to manage these resources.

The public range lands continue to be in a seriously degraded condition. A recent report issued by the National Wildlife Federation and the Natural Resources Defense Council found that the majority of the range was in an unsatisfactory condition due to overgrazing and mismanagement by the BLM. I'd like to share with the subcommittee a copy of that report.

The BLM does not have range conservationists in the field to develop and implement the range improvement plans, even in those areas where BLM identifies that active management attention is needed to improve the range.

In the oil and gas fields on public lands, the Interior Department's own Inspectors General found significant noncompliance in the BLM oil and gas regulations was occurring, resulting in significant environmental damage and loss of revenues. The BLM does not have enough inspectors to develop a credible enforcement presence in the oil and gas fields to tend the noncompliance.

These are just a few examples of the personnel crisis that BLM is facing. The agency has serious trouble in its attempts to hire additional biologists, range conservationists, oil and gas inspectors because of personnel ceilings imposed by the Office of Management and Budget. It will take Congress to break the lock that has been placed on new hires within the agency.

The only other area I'd like to mention, Mr. Chairman, is NFW continues to be concerned about the subsidy that is given livestock operators on the public lands. Federal grazing fees stand at $1.81 this year while livestock operators are charged between $5 and $12 for grazing rights on comparable non-Federal lands. In fact, the BLM does not even use its own grazing fee formula to determine the penalties for livestock trespass on BLM lands.

As the attachment to my testimony indicates, instead the BLM uses a fee charged for livestock use on private land to determine the penalties for livestock trespass on BLM lands. We urge that the subcommittee take action to end the subsidy to the livestock industry.

Thank you.

Mr. ATKINS. Thank you.

You have in your recommendations here—the National Wildlife Foundation is recommending eliminating $26 million for the ALMRS program, the automated land management.

Ms. CARLSON. Yes, that's correct.

Mr. ATKINS. Could you tell us why that is?

Ms. CARLSON. Well, we found—the report back this year on the President's budget from the Office of Management and Budget found that the ALMRS project was over budget. It was off-schedule. It was not—there was nothing to indicate to the BLM that it was meeting the objectives that were set forth when the plan was originally developed back in 1984 and 1985.

And we think that when you look at the overall budget and you have to make some decisions about where the money is going to go, and there's only a certain amount of money to go around, that $26 million could be much better spent with people on the ground than developing a recordation system that has some dubious value off into the future.

Mr. ATKINS. But, I guess that could be one definition of investment—"dubious value in the future." The ALMRS program, as I understand it, is one which would substantially enable them to reduce the personnel that they have allocated to this function, which would free up resources for the kind of biologists, hands-on resource management that you're looking at. What we're really talking about with the ALMRS program is a program that would enable the BLM to substantially improve their efficiency and the quality of their work in a portion of their management which has to be done. The only question is whether it's done manually or whether it's done in an automated fashion.

True, the program has had some difficulties in the past. It is over budget. There have been some problems. They are problems that you generally have in the public or private sector when you switch to automated data processing. This would seem to be a shortsighted cut.

Ms. CARLSON. Well, I would point out to the chairman that in the district that we've talked to, the BLM is developing a geographic information system capability at the district and the resource area level. A lot of this information is going into automated recordation systems on a more localized basis.

The question remains in our mind whether or not they need to continue to develop both local level, regional, and a huge national data system when they're already spending money on an automated recordation.

Mr. ATKINS. It's all under the same system.

Ms. CARLSON. It's my understanding that they're separate geographic information systems that are being developed independent of the big ALMRS project.

Mr. ATKINS. If that's the case, we're not aware of it. It would be particularly useful to the subcommittee if you could provide us, for the record, some back-up documentation on your critique of the ALMRS program.

Ms. CARLSON. Certainly. We'd be happy to.

[Material to be supplied follows:]

Working for the Nature of Tomorrow®
NATIONAL WILDLIFE FEDERATION
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March 14, 1990

Mr. Sidney Yates, Chairman
Subcommittee on Interior and
Related Agencies
Committee on Appropriations
U.S. House of Representatives
B-308 Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

At the March 7, 1990 hearing for public witnesses on the resources programs under the jurisdiction of your Subcommittee, I was requested to submit for the record additional information regarding the National Wildlife Federation's (NWF) proposed reduction in the Automated Land and Mineral Record System (ALMRS) at the Bureau of Land Management (BLM). Two issues in particular were raised at the Subcommittee hearing. First, the question arose regarding our rationale for deleting funding for the project. Second, NWF was asked to provide documentation for the record on the differences between other Automated Data Processing and Geographic Information System efforts being undertaken by the BLM, and the ALMRS project. I would like to provide for the record the following:

1. The summary by the Office of Management and Budget "passback" to the Department of the Interior rejecting the funding request in Fiscal Year 1991 for the ALMRS project.

2. A "timeline" which indicates BLM projections for completion of aspects of the ALMRS project, based on the original projections made by the BLM in its budget justifications, and its most recent projections for completion of the basic work needed in ALMRS.

3. An analysis of the BLM computer development efforts for ALMRS and other data processing capabilities since 1983, based on the budget submissions by the BLM to the Congress.

4. Copies of the relevant pages of the BLM budget justifications since FY 1983, which discuss the computer development efforts and the ALMRS project.

I believe these items will indicate to the Subcommittee that the ALMRS project is significantly behind in its scheduled implementation, after expenditures of over $80.0 million during the past 8 years. NWF believes that the failure of BLM to meet its budget and completion schedules raises significant questions about whether future funding should be appropriated for this project.

In addition, the BLM has engaged in development of computer capabilities in the state and district offices independent of the ALMRS project. Since 1985, tens of millions of dollars have been appropriated for the development of geographic information system technology in state offices, followed by the development of automated resource data, and improved mapping capabilities. See FY 1989 justification, p. BLM-142; FY 1990 justification, p. BLM-148,149) Now, in FY 1991, over $9.0 million is requested in the BLM budget for a "high level evaluation" just to develop a plan on how to reconcile these disparate computer efforts at the BLM. (FY 91 justification, p. BLM-173) Clearly, the need for a "high level" review indicates the separate and incompatible nature of BLM's various computer-related efforts.

The Subcommittee is faced with difficult choices regarding trade-offs in funding programs at the BLM, as in all agencies. NWF repeats its request that the Subcommittee scale back or eliminate the ALMRS project at the BLM. This project is extending into the indefinite future. We recognize that considerable funding has gone into this program thus far. But at this point, we believe that the agency is facing critical shortages in manpower in its field staff in a number of important resource programs. The funding for this activity would be better spent on field personnel to manage the resources, and develop credible inspection and enforcement programs, than on continued implementation of the ALMRS system.

Thank you for the opportunity to submit additional information for the record regarding the ALMRS system.

Sincerely,

Cathy Carlson

Cathy Carlson
Legislative Representative
Public Lands and Energy Division

Attachments

cc: Rep. Chester Atkins

SUMMARY OF ALMRS IMPLEMENTATION

The following synopsis of development of the ALMRS project is based on reviews of the Budget Justifications submitted to Congress between Fiscal Year 1984 and Fiscal Year 1991. Copies of the relevant pages of the budget justifications are attached.

Each budget justification since FY 1984 contains independent justifications significant improvements in BLM's automated data capabilities (under Data Management) and the ALMRS project. These efforts were separately funded and implemented.

FY 1984

ALMRS first appeared in the budget justifications in FY 1984. The schedule for implementation of the project in FY 1984 was broken down into three phases:

Phase I -data collection on all current pending caseload (1983)

Phase II - data collection on land status, survey and geographic indices for automation.

Phase III - graphic display capability

No specific deadline for completion of the ALMRS project was offered in the budget justification.

FY 1985

According to the FY 1985 Budget Justification, full implementation of ALMRS will be completed in FY 1991 (p. BLM-76). Phase I was considered to be fully operational at this time. Phase II is being designed on a pilot basis in New Mexico (including Texas and Oklahoma lands).

In addition to the ALMRS project, BLM began an intensive campaign to upgrade existing computer system capability within the BLM, under the Data Management Subactivity. Geographic Information Systems were under development, along with efforts to use remote sensing technology. These efforts are funded and justified independent of ALMRS. (See p. BLM-144-146).

FY 1986

According to the FY 1986 budget justification, implementation of ALMRS operations to replace manual data retrieval will take place in FY 1986 in Arizona and New Mexico. ALMRS procedures in the remaining states will occur in FY 1987. (p. BLM-81) The ALMRS budget request calls for purchase of terminals, printers and telecommunications equipment for access to ALMRS, independent of the other computer capabilities being developed in BLM offices.

BLM is moving forward with its data collection efforts. By the end of FY 1986, legal land description data will be complete on 43,400 of the 46,000 townships. Land status entry data will be completed on 13,000 of these townships, and the pilot state tests will be completed. (p. BLM-145) during FY 1986, according to the budget justification.

Meanwhile, each state BLM office has an on-site minicomputer to assist with Automated Data Processing, and 6 state offices have another minicomputer for geographic information system, under the Data Management Subactivity. (p. BLM 142).

FY 1987

Contrary to the FY 1986 schedule for implementation of ALMRS in Arizona and New Mexico, the FY 1987 budget justification indicates that actual implementation of the operational ALMRS will occur in Arizona and New Mexico in 1988 or early 1989. (p. BLM-70) This new schedule represents a two to three year delay in implementation of pilot systems. Legal land description data will be collected in all states by the end of 1987.

BLM also identified a need for increasing its automated data processing and geographic information system capability. Separate equipment is scheduled for purchase of hardware to support these activities, in the Data Management Subactivity. (p. BLM-133)

FY 1988

FY 1988 was the first year a significant increase in the ALMRS budget was requested. According to the budget justification for this year, the "phased" development plan for ALMRS has been replaced with a "life cycle management approach". The life cycle is in its development phase in FY 1988. The hardware/software needs of the ALMRS project (system architecture) will be decided after this development period is concluded. According to the BLM budget justification, the new scheduled implementation date is FY 1992. (p. BLM-132)

The development of fully operational ALMRS systems in Arizona and New Mexico is no longer included in the budget justification. Instead, BLM indicates a contractor will have the system available for testing in one state in FY 1989. Systematic data collection for geographic coordinates begins in FY 1988. (p. BLM-133)

FY 1989

For the first time, ALMRS data collection and ALMRS system development activities are included as the same budget item by the BLM. Another significant increase is requested in FY 1989 for ALMRS. However, the pace of implementation of the system has been slowed considerably since the previous budget document was prepared. BLM now projects that it will be demonstrating a prototype in one field office during 1988. The testing of the system in one pilot state has been delayed until 1992. (p. BLM-145). Land status data collection is now scheduled for completion in FY 1991. (p. BLM-146). Implementation of ALMRS is now scheduled for FY 1993. (.p. BLM-148) In FY 1989, BLM requested (and received authorization) to allow funding for ALMRS to occur on a no-year basis.

Funding was included in the FY 1989 budget for a "General System Design" contract to determine what form of hardware and software should be used to run the ALMRS project. This analysis occurred five years after initial funding for the project, and four years after BLM began a major push to improve its computer capabilities in state and district offices.

Funding for additional computer-related geographic information systems, improved automated data processing, and other computer system developments continues.

FY 1990

According to the FY 1990 budget justification, BLM indicates that a demonstration ALMRS system is in place in the Farmington, New Mexico resource area office. Implementation of a pilot system in even one state is now delayed until 1991, and BLM suggests that two years of evaluation of the pilot system will be necessary before full implementation of the ALMRS bureauwide can continue. The FY 1990 budget request also includes a schedule for implementation of ALMRS, as indicated in Figure 4.

Th FY 1990 budget justification also includes a request for over $20.0 million in resource data collection and data automation at the state and district office level. BLM is modernizing its data processing capabilities, independent of the ALMRS project.

FY 1991

Included in the FY 1991 budget justification is an updated chart for implementation of ALMRS (displayed above). The revised completion dates for various aspects of the system are included in the chart above. It appears from the information provided that data collection is over 3 years behind schedule. The pilot testing for the system will occur two years later than was anticipated last year. Implementation of the ALMRS project Bureau-wide is scheduled to occur in a similar time period, comparing 1990 and 1991 projections, but the FY 91 projection does not take into consideration the long pilot program evaluation period that BLM established was so critical in its previous summaries of the ALMRS project.

According to the 1991 budget justification, the "General System Design" contract to evaluate the hardware and software needs was completed during the previous year. The Design study found that "BLM's separate [automated data processing] system would have to be integrated in order to be most effective...." (p. BLM-171) The budget justification continues: "Using this design as a guide, the contractor would then develop the ALMRS component to be implemented in a step-by-step manner, using the design to minimize duplication of hardware, software, and data communications capabilities and simplify data exchange among BLM offices and to share with other users." (p. BLM-172). It is clear from the budget justification that BLM has developed a series of disparate computerized data processing systems over the past eight years, none of which support the ALMRS project as they are currently designed.

CONCLUSION

BLM has expended considerable time and resources on the ALMRS system to date. In addition, separate, unrelated computer systems have been developed at BLM state and district offices to maintain similar information to the data that will be included in the ALMRS project. In 1991, BLM is faced with a series of unrelated systems that will not operate the ALMRS project alone. Now, additional funding is being sought to develop a plan for integrating these separate computer components at the BLM.

We urge Congress to evaluate critically the expenditures for the ALMRS system to date, and consider redirecting the funding requested for the ALMRS project into the field personnel that are needed by the BLM to manage our public natural resources.

Figure 4. Schedule for ALMRS Implementation in the FY 1990 and FY 1991 Budget Justifications.

	FY 90	FY 91
Data Collection		
Legal Land Description	9/88	9/88
Land Status	12/90	9/91
Geographic Coordinates	12/91	9/93
General System Design	2/89	2/89
Hardware/Software Contracts		
Request for Comments	2/89	3/89
Receive Comments	2/89	5/89
Issue Request for Proposal	7/89	4/90 *
Close Request for Proposal	8/89	7/90
Award Contract	6/90	7/91
Critical Design Review	3/91	11/91
Initial Hardware Delivery	8/91	11/91
Pilot Testing		
Begin	8/91	4/93
Complete	6/93	8/93
Begin BLM-wide Implementation	7/93	9/93

* - Estimated

Mr. ALBERSWERTH. Mr. Chairman, what I might suggest——

Mr. ATKINS. I might add, parenthetically, I don't want to discourage you from offering up suggested reductions in the budget in any way. I just want to be assured that today's— that we're not reducing things in areas that are going to yield us substantial savings in the future.

I'm delighted to see an advocacy group offer a reduction. Even though I may want to see more information and question that, I don't want it to discourage you from next year offering even more reductions.

Mr. ALBERSWERTH. We have copies of OMB's analysis of what they consider to be major deficiencies in the ALMRS program, which may be useful to the committee. We'd be happy to share that.

Mr. ATKINS. That would be useful.

[Material to be supplied follows:]

DEPARTMENT OF THE INTERIOR
FY 1991 Passback
Bureau of Land Management

Overview

The OMB recommendation for the Bureau of Land Management (BLM) is $960.7 million for FY 1991. This recommendation is $166.0 million below the Bureau request and $96.3 million below the FY 1990 enacted post-sequester level. The OMB mark for current accounts is $821.5 million which is $149.6 million below the request

Funding increases over the FY 1990 President's Budget are included for renewable resource management initiatives to enhance stewardship and management of the public lands, including Recreation and Fish and Wildlife 2000, riparian management, wetlands, and recreation facilities maintenance and construction.

Increases over current policy are provided for the Recreation and Fish and Wildlife 2000 initiatives. In meeting its multiple use management objectives to find an appropriate balance among competing land uses, OMB has provided significant increases to assist with that balancing effort and to enhance recreational opportunities the Bureau offers to the public. The OMB mark provides funding for recreation needs in areas with exceptionally high demand, such as Southern California and other locations near urban centers in the West. Funding increases are also provided for Fish and Wildlife 2000 to enhance wildlife habitat management, including threatened and endangered species, and increase use of challenge grants.

A new hardrock mining diligence fee of $5 per acre annually is included, which will generate an estimated $90 million per year. Of that amount, $11.9 million in FY 1991 will be an offsetting collection to finance BLM's base program for mining law administration, with the balance to the Treasury as an Interior offsetting receipt for deficit reduction. The new diligence fee would replace the existing requirement in the 1872 Mining Law that requires claimholders to expend at least $100 per claim per year on development. By Friday, December 29, 1989, the Department should submit to OMB a legislative proposal and appropriations language to establish the new mining diligence fee.

During the FY 1989 and 1990 budget processes, OMB worked diligently with the Department of the Interior and the BLM to reach agreement on milestones and funding for the Automated Land and Mineral Record System (ALMRS). The agreement consisted of the funding schedule in the President's FY 1990 Budget and progress milestones jointly developed by OMB and the Department. In addition, the FY 1990 Passback on ALMRS stated: "Full funds provided (for

FY 1990). Milestones to be met for FY 1991 funding."

The ALMRS base funding of $22.9 is zeroed out of the FY 1991 OMB mark and an additional +$42 million over the FY 1990 request to establish a Land Information System (LIS) is disallowed. Proposed appropriations language to establish and fund ALMRS/LIS on a no-year basis is also disallowed.

The LIS/ALMRS reduction reflects OMB's conclusion that the development plans and costs for these new information systems are out of control, and critical milestones for ALMRS development are not being met. For example, the FY 1991 funding request has expanded from a planned level of $17.1 million for ALMRS to $64.9 million for an LIS, with similar increases in the outyears. No significant justification for the increase in scope or cost of the project has been developed, nor is it apparent.

OMB also recommends the elimination of BLM's base for ALMRS unless and until the Department develops a revised proposal that is realistic for ALMRS, gets it back on schedule, and reduces its total cost. Any revised proposal for ALMRS, including milestones and funding schedules for FY 1991 and the outyears, must be submitted to OMB by the appeal deadline of November 27, 1989, to be considered for FY 1991 funding. Also, no Request for Proposal should be issued until the Department and OMB have concluded discussions and reached agreement on the FY 1991 Budget. In addition, all program subactivities that provide financial and staff support to ALMRS should reprogram these efforts in FY 1990 to other high priority work until final decisions are made on the President's FY 1991 Budget with regard to BLM's ALMRS program.

OMB is concerned that BLM is lagging behind in efforts to complete its initial inventory of potential hazardous materials sites. For example, BLM is currently planning to complete audits of landfills now in operation by the end of FY 1991, but will not complete assessments of inactive landfills for potential contamination of hazardous materials until the end of FY 1992. BLM should speed up completion of its inventories and preliminary assessments (PA) and site investigations (SI) to complete the landfill inventories and as many PAs and SIs as possible by the end of FY 1991.

By December 1, 1989, the Department should provide to OMB the 1990 receipt estimates for increased special recreation permit fees and grazing fees (depending upon the amount derived from the Executive Order formula), so that these estimates can be included in the FY 1991 Budget and outyears, as appropriate.

By December 13, 1989, the Department should provide to OMB a plan on how it intends to allocate the estimated $12.4 million in "excess timber receipts" in the FY 1990 Appropriations Bill, along with an up-to-date estimate of the total receipts expected.

Outyear Allowance

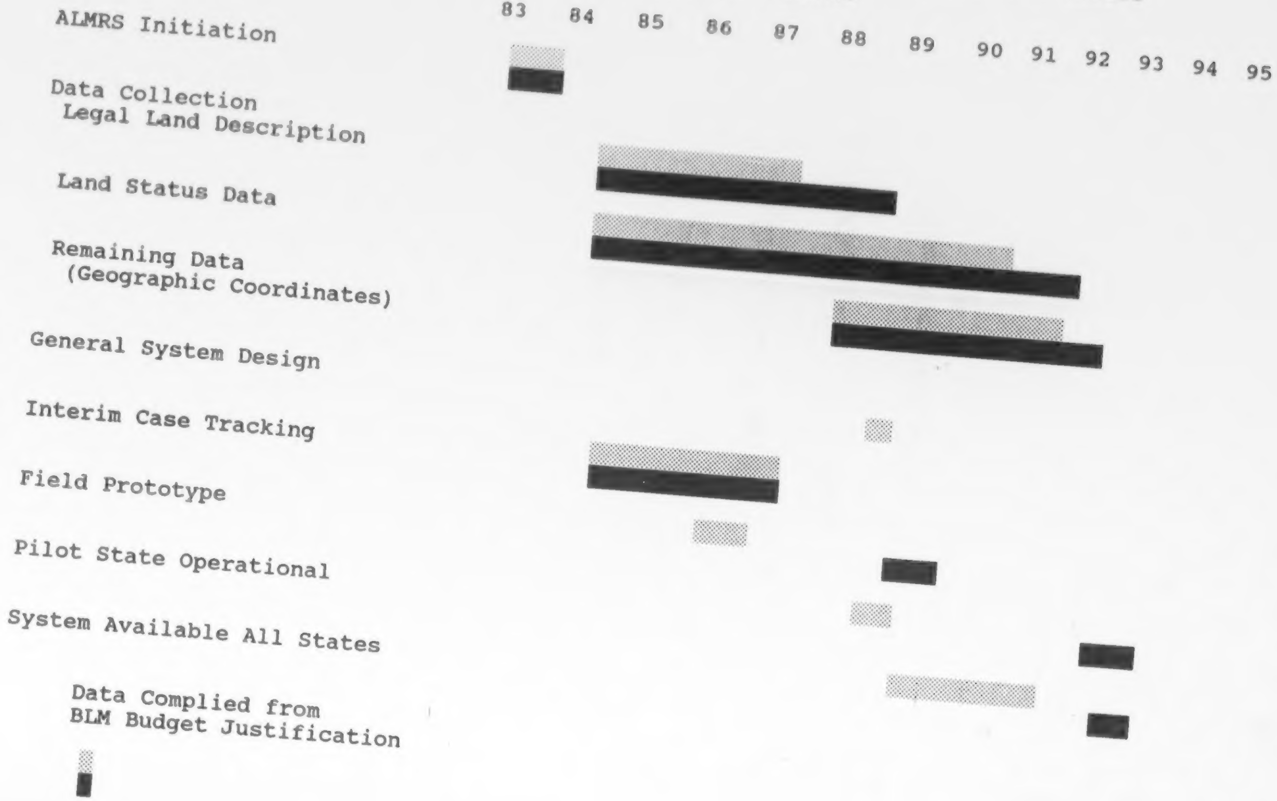
- The outyear allowance does not provide for increases over FY 1991, except for hazardous materials management. The allowance is expected to cover all cleanup as well as administrative costs. Outyear costs for ALMRS/LIS have been removed from the outyear allowance.

Policy Guidance

- Once again OMB is requesting that the Department provide an analysis of criteria used to determine the appropriateness of land exchanges. With lifting of the National Wildlife Federation lawsuit injunction, the Bureau is allowed increased flexibility in public land management, including the possible sale of unneeded lands. In addition, the Department's Inspector General is conducting an audit in FY 1990 to determine whether lands are exchanged at fair and reasonable values. Please provide OMB by February 2, 1990, the criteria and process used by the Bureau to determine the following: fair market value of lands to be acquired and exchanged; how the Bureau establishes nationwide priorities and determines priority for exchanges that are pursued and the national interest served by the exchange for both the public and private lands; how exchange processing costs are tracked; and a listing of all proposed exchanges by State for FY 1990, 1991, and 1992 using the format in the report provided to the House Appropriations Committee during deliberations on the FY 1990 Budget.

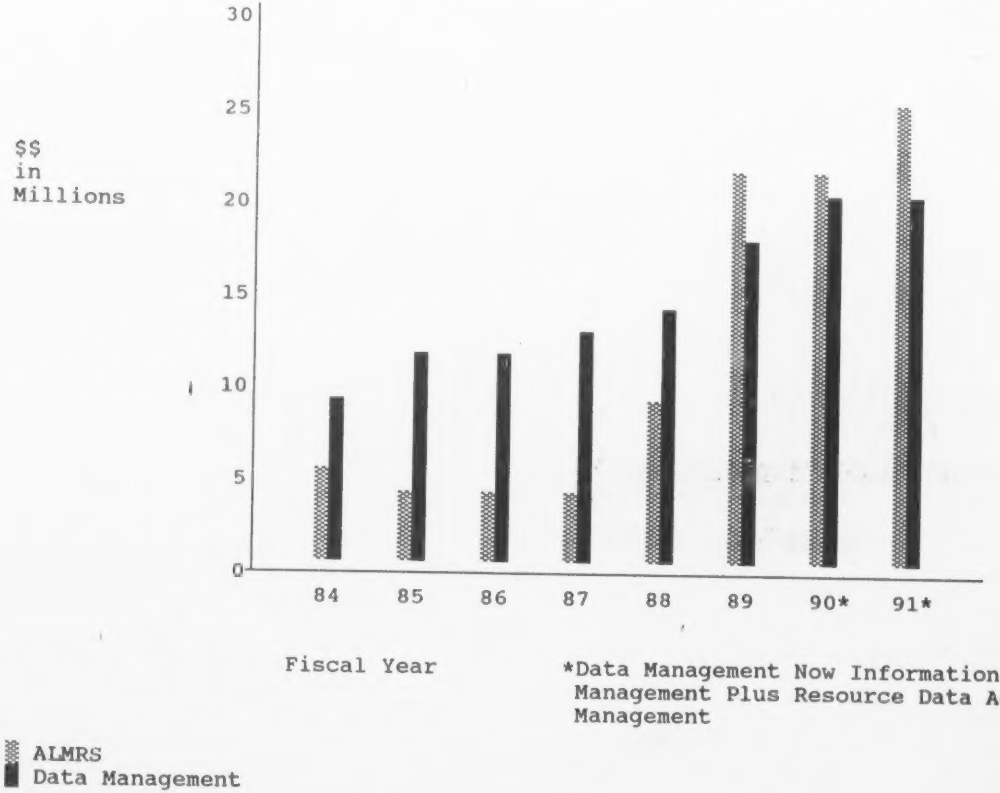
- There are currently two operating wild horse and burro sanctuaries in South Dakota and Oklahoma. Federal funding is provided for up to three years to operate the sanctuaries, at which time private fundraising efforts are expected to raise sufficient capital to sustain sanctuary operations. OMB is concerned that the two existing sanctuaries may not be self-sustaining at the end of that time. Therefore, BLM shall not establish any third sanctuary until such time at the two in existence are raising sufficient capital to sustain their operations. In addition, BLM shall report to OMB no later than June 30, 1990, on the progress and prospects for making the two sanctuaries self-sustaining.

Figure 1. Timelines for Initial Completion of ALMRS Milestones, and Latest Projections for Completing ALMRS Milestones



Data Complied from BLM Budget Justification

Figure 2. Appropriations (FY 91 Request) for ALMRS & Other Computer Based Data Management Activities by Fiscal Year.



*Data Management Now Information Systems Operation Management Plus Resource Data Acquisition and Management

Figure 3. **Funding Requests for ALMRS/Appropriations (in $$6,$$$)**

	REQUEST	APPROPRIATION
FY 83	$ 6.5	$??
FY 84	$ 6.6	$ 6.0
FY 85	$ 5.0	$ 5.0
FY 86	$ 5.0	$ 5.0
FY 87	$ 5.0	$ 5.0
FY 88	$13.54	$13.5
FY 89	$23.0	$22.9
FY 90	$22.9	$22.9
FY 91	$26.0	
TOTAL		$80.3 +

Mr. **Atkins**. They made a decision to go with the program, though, ultimately. So, whatever the deficiencies were, they did—also, I would put on the record that's the first time, I think, that the National Wildlife Federation has looked at OMB as a defender of our natural resources. Everything has to have a first.

Mr. **Alberswerth**. As a matter of fact, we've done that quite often with water projects, for example. We've talked with them about the forest growth program and some other programs.

Mr. **Atkins**. Thank you very much.

Mr. **Alberswerth**. Thank you.

Ms. **Carlson**. Thank you.

[The prepared statements of Mr. David Alberswerth and Ms. Cathy Carlson follow:

Working for the Nature of Tomorrow.
NATIONAL WILDLIFE FEDERATION
1400 Sixteenth Street, N.W., Washington, D.C. 20036-2266 (202) 797-6800

STATEMENT OF
DAVID ALBERSWERTH
ON BEHALF OF THE
NATIONAL WILDLIFE FEDERATION
BEFORE THE
HOUSE APPROPRIATIONS SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES
REGARDING APPROPRIATIONS FOR THE USDA-FOREST SERVICE FOR FISCAL YEAR 1991

MARCH 7, 1990

Mr. Chairman and members of the Subcommittee, my name is David Alberswerth and I am the Director of the National Wildlife Federation's (NWF) Public Lands and Energy Division. Thank you for the opportunity to present our views on the Forest Service's budget request for FY 1991. The following is a summary of our funding recommendations for FY 1991:

PROGRAM	FS REQUEST	NWF RECOMMENDATION
Allowable Sale Quantity	10.6 bbf	8 bbf
Forest Road Program	$181.6 million	$ 81.6 million
Recreation Use	$193.0 million	$193.0 million
Recreation Construction	$ 12.5 million	$ 27.9 million
Trail Maintenance	$ 23.8 million	$ 25.2 million
Fish and Wildlife	$ 84.2 million	$123.0 million
Challenge Cost-Share	$ 9.0 million	$ 15.0 million
Range	$ 42.6 million	$ 42.6 million
Research	$148.7 million	$151.9 million

National Forest Centennial. Next year marks the centennial of the Forest Reserve Act, the genesis of the National Forest System. Up until March 30, 1891, when President Benjamin Harrison established the Yellowstone Reserve, American forests had been cleared to make way for pastures and farms, burned for fuel, and greedily exploited for their timber. Now that we are on the threshold of the second hundred years of our national forests, actions as bold as that of President Harrison are required to bring about some "new thinking" in the way our forests are managed, so that Americans one hundred years from now will look back and celebrate the wise and bold actions of our generation in preserving this magnificent natural heritage.

Unfortunately, for the last 20 years, the timber program has dominated all other Forest Service programs, averaging 35 percent of the National Forest System budget, while recreation, fish and wildlife, and soil and water have been 2 to 3 percent each. As a consequence of this imbalance, the Forest Supervisors of Regions 1, 2, 3, and 4 pointed out in a recent letter to the Chief, that: "Past and present forest practices do not meet the high quality land management expectations of the public and our employees. For example - clearcutting, riparian management, water quality, and a large percentage of western rangelands are in poor condition after 80 years of management."

In order to begin to redress these imbalances, we recommend the following funding and policy priorities for the next fiscal year:

Ancient Forest Protection. "Section 318" of the FY 1990 Interior bill mandated unsustainable high timber sale levels, while at the same time encouraging the Forest Service and Bureau of Land Management (BLM) to protect spotted owl habitat and to limit the fragmentation of ancient forests. Also, the provision severely curbed citizens' access to the courts to stop illegal Forest Service and BLM actions. A system of citizen advisory boards was created to advise the agencies in their sales programs. These advisory boards have been meeting with the agencies for several months now. Their experiences to date illustrate the problems with the implementation of Section 318.

Many of the advisory boards are finding that Sec. 318's unrealistic timber targets severely constrain the boards' ability to make recommendations for timber sale substitutions or modifications which would prevent the fragmentation of ancient forests or the logging of owl habitat outside of designated Spotted Owl Habitat Areas (SOHA's). Our contacts with individual advisory boards indicate that the agency's ability and willingness to involve the boards in the accurate identification of "ecologically significant old growth" as required by Sec. 318, is highly variable among different National Forests. Timber sales are also being processed within designated SOHA's, in direct violation of the requirements of Sec. 318. Furthermore, the advisory boards are being asked to make recommendations on timber sales that lack adequate environmental documentation. These are but a few of the problems that have already surfaced as Sec. 318 is being implemented.

I wish to submit for the record correspondence regarding the operations of the advisory boards which we have obtained from board members outlining the agencies' implementation of Sec. 318.

Because the Section 318 process has proven to be an unsatisfactory means of protecting ancient forest values, we believe that the only certain means of assuring the protection of them, in the short term, is to prohibit sales of old growth timber, and to limit the Allowable Sale Quantity (ASQ) in Region 6 to no more than 2 billion board feet (bbf), until (1) the Forest Service finalizes its inventory of old growth forests within its jurisdiction and (2) a final permanent protection plan is developed based on the Forest Service inventory and other relevant information regarding the extent of this resource. In addition, we are opposed to any restrictions to citizens' access to either the administrative appeals process or to the court system to prevent illegal Forest Service actions from taking place.

Allowable Sale Quantity. The Congressionally authorized ASQ should be brought in line with the sustainable biological productivity of our forests. We therefore recommend an ASQ of no greater than 8 bbf System-wide for FY 1991.

Forest Roads. We recommend a reduction of $100.00 million from the proposed "Forest Roads Program" request of $181.6 million, and a reallocation of these funds to the following programs: soil, water and air; and fish and wildlife. This funding shift would eliminate the funding for the "hard money" road construction/reconstruction program for FY 1991, leaving over $200 million for road construction and maintenance from the Purchaser Election, Purchaser Credit, and road maintenance accounts. Between 1983 and 1988, the Forest Service constructed or reconstructed 10,540 miles of roads - 3,725 miles more than requested, exceeding the construction target by fifty-five percent.

Below-Cost Timber Sales. Unfortunately, the proposed below-cost sales test for 12 national forests proposed in the FY 1991 budget is unlikely to provide anyone with very useful data regarding the merits of eliminating below-cost sales. Alternatively, we recommend that the Forest Service begin to phase out the most environmentally damaging and expensive below-cost sales throughout the National Forest System. From our perspective it is as important to phase out the most environmentally destructive sales as it is to eliminate below-cost sales. In embarking upon this initiative, it is important that the Forest Service develop programs to assist local communities which may have become addicted to unsustainably high harvest levels made possible by below-cost sales habits.

Recreation Use. We fully support the recommended $35 million increase in recreation funding (to $193 million), and the resulting funding increases for recreation management, wilderness management, and cultural resource management.

Recreation Construction. We recommend appropriating $27.9 million for recreation construction. The Administration's proposed budget ($12.5 million) would address less than one-half of one percent of the approximately $294 million backlog in needed reconstruction and rehabilitation work on recreation facilities.

Forest Trail Maintenance. We recommend a $25.2 million appropriation for trail maintenance, a $1.7 million increase over the request. The proposed budget would cut funds available for forest trail maintenance, in spite of a $100 million backlog in necessary trail maintenance.

Fisheries and Wildlife Habitat Management. We recommend adding $39 million to the Administration's request of $84 million for the fisheries and wildlife habitat management program. The Forest Service's wildlife and fisheries program budget has risen from $41.5 million in FY-1987 to $81.5 million in FY 1990. This is an area we believe the Chief has become sensitive to, and we are gratified for the increasing support for these programs from within the Forest Service and the Congress during the past few years.

To make effective use of the budget increases that the Forest Service's wildlife and fisheries program requires in FY 1991 and in the future, the agency must take a "back to basics" approach which emphasizes key management and planning activities at the National Forest and Ranger District level. These essential activities include fish and wildlife-related inventories, resource management coordination during the forest planning process, and the monitoring of the actual effects of management activities on wildlife resources. The accomplishment of these "basic" fish and wildlife management needs, will continue the progress toward balanced forest management that additional Congressional appropriations have encouraged. And although we support additional funding for the fisheries and wildlife habitat program of the Forest Service, we believe there is a growing need to update accountability for fish and wildlife expenditures and program accomplishments.

We propose that the $39 million funding increase be added to the following program areas (in millions): administration and resource coordination - +$19; anadromous fish habitat management - +$6.7; inland fish habitat improvement - +$3.3; wildlife habitat management:

+$8.5; T/E species - +$1.5. (Please note that this recommendation revises our previous recommendation to the House National Parks and Public Lands Subcommittee.) This level would equal 90% of the funding necessary to implement National Forest land management plans.

Challenge Cost-Share. We recommend allocating an additional $6 million to the $9 million proposed by the administration for a total of $15 million for this program.

Forest Service Range Program. NWF supports the $42.6 million appropriation recommended by the Forest Service for its range management program. We hope that increased funding will be used to address the degraded condition of Forest Service rangelands, especially riparian areas. We continue to support an increase in livestock grazing fees to fair market value. Though the current fee is only $1.86/AUM, the current average western private land lease rate is $8.70 per AUM.

America the Beautiful/Tree Planting. NWF supports the planting of trees to improve the rural and urban environments of our nation's citizens. We are troubled, however, by several aspects of the President's tree planting initiative.

The President's tree planting initiative is proposed side-by-side with efforts to reduce the Forest Service's State and Private Forestry (S&PF) budget. This program promotes the productivity of our nation's state and private forest lands. The cooperative S&PF efforts include the planting of trees on hundreds of thousands of acres of land each year. We support the restoration of S&PF funding, including Cooperative Pest Suppression, Cooperative Fire Protection, and the Forest Stewardship and Rural Development programs.

Next, we hope the President's tree-planting initiative does not divert the Administration's attention from the pressing policy issues facing management of our National Forests. The planting of new trees is not a substitute for sustainable National Forest timber sales levels, the conservation of sensitive fish and wildlife habitat, or the protection of the ancient forest ecosystem.

Research. NWF recommends funding at the FY 1991 base level of $151.924 million ($3.3 million over the Administration request). Of particular concern to NWF is the Forest Environment Research (FER) program. This program is critical for gaining information on fisheries, wildlife, threatened and endangered species, as well as evaluating impacts of other land management activities on fish and wildlife. It is our understanding that the agency originally planned to request $40.06 million for this program, and that important research efforts, including the Tropical Forestry Initiative, will receive little or no funding under the President's proposed budget of $36.5 million. NWF recommends FER funding at $40.06 million, and continuation of the Tropical Forestry Initiative.

Thank you for the opportunity to present our views on the Forest Service's FY 1991 budget.

Working for the Nature of Tomorrow®

NATIONAL WILDLIFE FEDERATION

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TESTIMONY OF

CATHY CARLSON
LEGISLATIVE REPRESENTATIVE
NATIONAL WILDLIFE FEDERATION

BEFORE THE

SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

REGARDING

FISCAL YEAR 1991 APPROPRIATIONS
FOR THE
BUREAU OF LAND MANAGEMENT

MARCH 7, 1990

Mr. Chairman, thank you for the opportunity to present the views of the National Wildlife Federation on the proposed Fiscal Year 1991 funding for the Bureau of Land Management (BLM). We greatly appreciate the support you and the Subcommittee provided to ensure that renewable resource programs received attention in the appropriations process. NWF recommends the following funding increases in several BLM programs:

APPROPRIATIONS REQUESTS FOR THE BUREAU OF LAND MANAGEMENT

Program/Activity	Department's Request (millions)	NWF Suggestion (millions)	Difference (+/-) (millions)
Fish & Wildlife Mgmt.	$25.5	$34.0	+ 7.5
Riparian Enhancement	$ 8.0	$12.0	+ 4.0
Grazing Management	$37.5	$45.0	+ 7.5
Oil & Gas Leasing/Mgmt	$43.7	Redirect Funds	
Land Use Planning	$ 9.3	$12.0	+ 2.7
Public Land Access	$ 1.3	$ 5.0	+ 3.7
ALMRS	$26.0	$ 0.0	-26.0

In Fiscal Year 1991, NWF is heartened by the emphasis, however modest, given to fish and wildlife habitat management, riparian restoration, and range management programs. The President's budget recommends increases in each of these activities. The proposed increases, however, fail to meet the needs identified by the BLM to implement effective renewable resources programs. NWF suggests the following changes be made in the President's budget request for BLM programs:

1. Riparian Restoration: NWF recommends an appropriation of $12 million for the Bureau's riparian management efforts in FY 1991, coupled with direction to the BLM to be accountable for expenditures for riparian activities. Since 1988 BLM has initiated efforts to restore and manage its degraded riparian zones. Riparian zones comprise less than 1 percent of the total BLM land area, yet these areas are critically important for fish and wildlife, endangered species, watershed management and overall range condition. The agency field that found that, in order to improve riparian condition to the point where 75 % of the riparian areas are restored (in good to excellent condition) by 1997, $60.0 million would be needed between FY 1991 through FY 1995 (or $12.0 million annually). Funds would be used to inventory riparian sites, develop and implement new allotment or habitat management plans, and monitor riparian condition. Only about $8.0 million is included in the President's budget request for FY 1991 for riparian management.

2. Fish and Wildlife Programs: NWF recommends an appropriation of $34.0 million for the BLM fisheries and wildlife programs for FY 1991. BLM manages over 240 million acres of wildlife habitat and almost a million miles of fish-bearing streams. In addition, BLM lands are home to over 100 federally listed threatened and endangered species and over 600 plant species that are candidates for threatened or endangered species status. Currently, there is one wildlife biologist for every 9 million acres of wildlife habitat. Two states in the West, New Mexico and Arizona, do not have a single fisheries biologist. BLM has a lengthening "backlog" of species identified as candidates for threatened and endangered species status. But there are not enough biologists available to develop or implement plans to restore these threatened populations.

Given the increasing activities that occur on public lands, biologists in the field are unable to maintain the status quo against pressures by other uses, and wildlife habitat will decline as a result. The President's budget request of $25.0 million will not provide sufficient funds to correct the deficiencies in the wildlife and fisheries programs. The funding for fish and wildlife programs should be specifically directed for new personnel in order to provide for the manpower needed in the BLM. Without clear congressional direction to hire additional field personnel, BLM has been unable to overcome personnel ceilings imposed by the Office of Management and Budget.

3. Rangeland Management and Improvement Program: NWF recommends an appropriation of $45 million for the BLM range management program, coupled with an increase in livestock grazing fees. NWF and the Natural Resources Defense Council published our second report on the status of BLM's rangelands in October 1989, "Our Ailing Public Rangelands - Still Ailing", in which we found that the public rangelands are "still ailing" due to overgrazing by livestock and mismanagement. The situation on our rangelands must be corrected. Until the range condition is improved, the agency will have little credibility in its assertions that it is truly managing the public lands for multiple use.

The BLM will need adequate resources to modify and develop the "allotment management plans" used to manage the public rangelands. As of January 1990, BLM has identified 10,600 allotments where management attention is critical to improve the rangeland condition. However, only 2400 of these allotments (22 percent) have management plans in place. Many of these plans are out of date, and only continue the overgrazing practices that are adversely affecting other rangeland resource values, such as fish and wildlife habitat. Further, only 260 (11 percent) of the allotment plans completed to date consider riparian management as an issue, despite the fact that proper livestock management is the most important factor in riparian area restoration. The funds for BLM's rangeland programs should be used primarily for acceleration of the development of allotment management plans with riparian objectives, and the monitoring of allotments to identify range condition in hopes that steps will be taken to improve the range.

In addition, NWF urges this Committee and the Congress once again to review the subsidies we are providing the livestock industry on the public lands. In Fiscal Year 1989, grazing fee receipts from the public lands amounted to about $15.0 million. Of that $15.0 million, only $7.5 million is available to the BLM for its range program. However, the BLM spent over $47.0 million on range management and range improvement programs. Compounding the problem, just last month the grazing fee on the public lands actually was reduced, despite the fact that the price of beef has increased, and the lease rates for comparable private lands have gone up. In fact, the BLM charge the current private land lease rate - $8.70 per AUM - as the penalty for livestock trespass on BLM lands! (See attached Memorandum) The decrease in the grazing fee reduces even further the funds available for range management and range improvement programs, and the subsidy for the livestock industry increases as a result. The BLM should be required to obtain fair market value for the use of our public lands, to fund the needed range management programs.

4. Land Use Planning: NWF recommends $12.0 million for the BLM's land use planning program. It is now almost 14 years since the Congress passed the Federal Land Policy and Management Act requiring the BLM to prepare land use plans for all lands and minerals under its jurisdiction. As of January 1990, however, only 62 plans have been completed -- less than one-half of the plans scheduled for completion.

We understand that the BLM is committed to completing all its land use plans outside Alaska by 1997, and completing all plans by 1999. However, the BLM will be unable to meet the 1997 deadline given the current budget for the Land Use Planning Subactivity. The rate of plan completion must be accelerated, and adequate funding for the planning process would be the catalyst to speed up the planning process to meet the deadline of having the plans completed in this century.

5. Oil and Gas Program: NWF requests that funds be redirected within the Oil and Gas program to fund the needed environmental analyses of oil and gas leasing decisions. From an environmental perspective, the BLM's oil and gas program is in complete disarray. Oil and gas leases are being offered by the BLM without considering the leasing restrictions set forth in the land use plans, and without the preparation of environmental analyses to determine what impact leasing decisions will have on other resources. BLM has made little headway in bringing its oil and gas program into compliance with environmental laws. The BLM budget request for oil and gas leasing does not provide sufficient funds for the agency to complete its environmental analyses of oil and gas activities, known as oil and gas plan amendments. These plan amendments, funded from the oil and gas leasing program, are critical to determining the effects of leasing activities prior to the issuance of oil and gas leases on the public lands.

In addition, the BLM inspection and enforcement program has been unable to curb environmental abuses during oil and gas operations, and has failed to enforce against oil or gas operators that fail to pay full royalties to the federal government for extraction of federal energy sources. A recent review by the Interior Department's Inspector General found that significant operator non-compliance was occurring in the oil and gas program, resulting in lost or unpaid royalties, environmental damage, and future liability to the government to plug abandoned wells. NWF urges the Subcommittee to direct that funding in the oil and gas program be used to accelerate BLM's efforts to bring the oil and gas program into compliance with applicable environmental laws. The Subcommittee also should consider increasing the inspection and enforcement personnel in the oil and gas program.

6. **Federal Land Access:** NWF recommends appropriating $5.0 million for acquisition of easements for public access to our public lands. According to the FY 1989 BLM budget submitted to Congress, an estimated 30 million acres of public land have no legal access to them. BLM also identified a need for over 8000 easements to access these lands. These easements for recreation, timber management, and other uses are an important issue in the western states, and are recognized as a priority in BLM's new Recreation 2000 report. However, the funding levels requested in FY 89, FY 90, and again in FY 91 will provide funding for only 125 easements, half of which appear to be for logging access. The increased appropriation for access acquisitions is needed to open these lands to public use.

CONCLUSION

The BLM is facing a personnel crisis. The agency needs additional personnel to meet its commitments in riparian management, rangeland improvement, fish and wildlife habitat protection, and oil and gas inspection and enforcement. Without express direction by Congress, BLM has been unable to fill new staff positions. NWF requests that additional funding be provided for these programs, and that the Subcommittee specifically identify that funds be used for personnel.

NWF once again urges this Subcommittee to shift priorities within the BLM from mammoth computer systems to funding for the personnel needed to manage the resources on the ground. For example, the Office of Management and Budget identified the Automated Land and Minerals Record System (ALMRS) as over-budget, behind schedule, and of dubious value. OMB recommended the computer system be scrapped. NWF believes that the funding now in the budget request for ALMRS would be better spent on critical resource management programs. NWF urges the Committee to reallocate available funds for the BLM into the programs we identified in our statement, and delay the development of this massive computer project, until the agency demonstrates the resource benefits from this system.

Thank you for the opportunity to comment on the Fiscal Year 1991 budget request for the Bureau of Land Management.

225 - 0449

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

In Reply
Refer To:
4150.3(221)

September 12, 1989

EMS Transmission 9/14/89
Instruction Memorandum No. 89- 734
Expires 9/30/90

To: AFO's (except Alaska)

From: Director

Subject: Fee for Unauthorized Grazing Use

In accordance with 43 CFR 4150.3(a), the value of forage consumed as a result of nonwillful unauthorized grazing use is $8.70 per animal unit-month for the period of October 1, 1989, through September 30, 1990. This value represents a penalty amount and is derived from the July Cattle Survey conducted by the National Agricultural Statistics Service, United States Department of Agriculture. Please refer to 43 CFR 4150.3 (b) and (c) for calculation of forage value for willful and repeated willful violations.

When a violation begins in the current fiscal year and continues into the next fiscal year, compute the full penalty amount that is due using the animal unit month rate that was in effect when the violation began for the case that is in abatement.

Cy Jamison

Cy Jamsion
Director

administered by the Bureau of Land Management at a specified rate per animal unit month.

(c) The full fee shall be charged for each paying animal unit which is defined as each animal six (6) months of age or over at the time of entering the public lands, for all weaned animals regardless of age, and for such animals as will become twelve (12) months of age during the authorized period of use. No charge will be made for animals under six (6) months of age at the time of entering the public lands that are the natural progeny of animals upon which fees are paid, provided they will not become twelve (12) months of age during the authorized period of use or for progeny born during that period.

(d) Fees are due on the due date specified on the grazing fee bill. Payment will be made prior to grazing use. If allotment management plans provide for billing after the grazing season, fees will be based on actual grazing use and will be due upon issuance.

(e) Failure to pay the grazing bill within 15 days of the due date specified in the bill shall result in a late fee assessment of $25.00 or 10 percent of the grazing bill, whichever is greater, but not to exceed $250.00. Payment made later than 15 days after the due date, shall include the appropriate late fee assessment. Failure to make payment within 30 days may be a violation of § 4140.1(b)(1) and shall result in action by the authorized officer under §§ 4150.1 and 4160.1-2.

§ 4130.7-2 Refunds.

(a) Grazing fees may be refunded where applications for change in grazing use and related refund are filed prior to the period of use for which the refund is requested.

(b) No refunds shall be made for failure to make grazing use, except during periods of range depletion due to drought, fire, or other natural causes, or in case of a general spread of disease among the livestock that occurs during the term of a permit or lease. During these periods of range depletion the authorized officer may credit or refund fees in whole or in part or postpone fee payment for as long as the emergency exists.

§ 4130.7-3 Service charge.

A service charge shall be assessed for each crossing permit, transfer of grazing preference and each replacement or supplemental billing notice except for actions initiated by the authorized officer. Pursuant to section 304(a) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734(a)), calculation of the Bureau service charge assessed shall reflect processing costs and shall be adjusted periodically as costs change. Notice of changes shall be published periodically in the Federal Register.

§ 4130.8 Pledge of permits or leases as security for loans.

Grazing permits or leases that have been pledged as security for loans from lending agencies shall be renewed by the authorized officer under the provisions of these regulations for a period of not to exceed 10 years if the loan is for the purpose of furthering the permittee's or lessee's livestock operation: Provided, That the permittee or lessee has complied with the rules and regulations of this part and that such renewal will be in accordance with other applicable laws and regulations. While grazing permits or leases may be pledged as security for loans from lending agencies, this does not exempt these permits or leases from the provisions of these regulations.

Subpart 4140—Prohibited Acts

§ 4140.1 Acts prohibited on public lands.

The following acts are prohibited on public lands and other land administered by the Bureau of Land Management.

(a) Persons performing the following prohibited acts may be subject to civil penalties under § 4170.1:

(1) Violating special terms and conditions incorporated in permits or leases.

(2) Failing to make substantial grazing use as authorized for 2 consecutive fee years;

(3) Placing supplemental feed on these lands without authorization.

(4) Failing to comply with the terms, conditions, and stipulations of range improvement cooperative agreements or range improvement permits.

(5) Refusing to install, maintain, modify or remove range improvements when so directed by the authorized officer.

(6) Subleasing as defined in this subpart.

(b) Persons performing the following prohibited acts may be subject to civil and criminal penalties under §§ 4170.1 and 4170.2:

(1) Allowing livestock or other privately owned or controlled animals to graze on or be driven across these lands.

(i) Without a permit, lease or other grazing use authorization,

(ii) In violation of the terms and conditions of a permit, lease or other grazing use authorization including, but not limited to, livestock in excess of the number authorized,

(iii) In an area or at a time different from that authorized, or

(iv) Failing to comply with a requirement under § 4130.5(c) of this title.

(2) Installing, using, maintaining, modifying and/or removing range improvements without authorization;

(3) Cutting, burning, spraying, destroying, or removing vegetation without authorization;

(4) Damaging or removing United States property without authorization;

(5) Molesting livestock authorized to graze on these lands;

(6) Littering;

(7) Interfering with lawful uses or users.

(8) Knowingly or willfully making a false statement or representation in base property certifications, grazing applications, range improvement permit applications, cooperative agreements, actual use reports, and/or amendments thereto;

(9) Violating State livestock requirements relating to branding of livestock, breed, grade, and number of bulls, and health and sanitation requirements;

(10) Violating the Bald Eagle Protection Act or the Endangered Species Act.

Subpart 4150—Unauthorized Grazing Use

§ 4150.1 Violations.

Violation of § 4140.1(b)(1) constitutes unauthorized grazing use.

Violators shall be liable in damages to the United States for the forage consumed by their livestock, for injury to Federal property caused by their unauthorized grazing use, and for expenses incurred in impoundment and disposal of their livestock and may be subject to civil penalties or criminal sanction for such unlawful acts.

§ 4150.2 Notice and order to remove.

(a) Whenever it appears that a violation exists and the owner of the unauthorized livestock is known, written notice of unauthorized use and order to remove livestock by a specified date shall be served upon the alleged violator or the agent of record, or both by certified mail or personal delivery. The written notice shall also allow a specified time from receipt of notice for the alleged violator to show that there has been no violation or to make settlement under § 4150.3.

(b) When neither the owner of the unauthorized livestock nor his agent is known, the authorized officer may proceed to impound the livestock under § 4150.4.

§ 4150.3 Settlement.

The authorized officer shall determine whether the violation is nonwillful, willful, or repeated willful. Where violations are repeated willful, the authorized officer shall take action under § 4170.1-1(b) of this title. The amount due for all settlements shall include the value of forage consumed as determined by paragraphs (a), (b), or (c) of this section. Settlement for willful and repeated willful violations shall also include the full value for all damages to the public lands and other property of the United States; and all reasonable expenses incurred by the United States in detecting, investigating, resolving violations, and livestock impoundment costs.

(a) For nonwillful violation: The value of forage consumed as determined by the average monthly rate per AUM for pasturing livestock on privately owned land (excluding irrigated land) for the 11 Western States as published annually by the Department of Agriculture.

(b) For willful violations: Twice the value of forage consumed as determined in paragraph (a) of this section.

(c) For repeated willful violations: Three times the value of the forage consumed as determined in paragraph (a) of this section; and

(d) Payment made under this section does not relieve the alleged violator of any criminal liability under Federal or State law.

(e) Violators shall not be authorized to make grazing use of the public lands administered by the Bureau of Land Management until any amount found to be due the United States under this section has been paid. The authorized officer

WEDNESDAY, MARCH 7, 1990.

BUREAU OF LAND MANAGEMENT, FISH AND WILDLIFE SERVICE

WITNESS

NANCY HICKS, ANIMAL PROTECTION INSTITUTE OF AMERICA, SACRAMENTO, CA

Mr. ATKINS. The Animal Protection Institute of America, Robert Hillman? Okay, it's Nancy Hicks.

Ms. HICKS. Yes, I am not Robert Hillman. I am Nancy Hicks. I apologize, Mr. Chairman, you have the second string today. Bob wasn't able——

Mr. ATKINS. You look like the first string to me. [Laughter.]

Ms. HICKS. Thank you very much.

The Animal Protection Institute, on behalf of its 150,000 members, requests that appropriations for the Bureau of Land Management's wild horse and burro program be allocated differently from the bureau's budget request. Simply put, we request that the money be spent on research and monitoring of public lands so that some land use decisions can be made before removals of wild horses are ordered.

We request that appropriations for this program include earmarked funds in the amount of $12 million for land use monitoring and field study; no funds for the experimental sanctuary program; no funds for removals. We request that a million dollars be put into the adopt-a-horse program with funds specially earmarked for emphasis on adoption of older and difficult-to-place animals.

1.5 million dollars will be needed for special projects, such as training and such, for a total appropriation of $14.5 million.

In 1988, API appealed a series of removal plans to the Interior Board of Land Appeals, which resulted in the IBLA ordering the Bureau of Land Management to base removal decisions on long-term data, as required by land. The Bureau cannot properly manage wild horses when the funding for the program and the manhours needed to complete monitoring studies are not provided.

Congress has given the Bureau a clear mandate which is overwhelmingly supported by the American public, but has not provided the funds to implement that mandate. For eight years, during the Reagan administration, no funds were requested for land use studies, but $90 million went into roundups.

The argument that the Administration attempted to present was that the lack of monitoring forced them to assume that wild horses were the cause of resource damage and, therefore, needed to be removed. I'd like to point out that there are probably fewer than 40,000 wild horses on the public land, 2.1 million animals that are wildlife, and 4 million animals that are livestock. We question who is doing the damage to the public lands here.

Without sound management, BLM is in a Catch-22 position of being open to litigation from either permittees, with their own professional range consultants on one side, or wildlife and conservation groups, such as API, on the other. BLM must have the money and the staff to do their job and support their professional decisions. API is, at this time, appealing four appeal decisions to the IBLA against BLM and are entered as interveners in two lawsuits on the side of the Bureau.

We are in the process of drafting a fifth IBLA appeal of a Nevada grazing evaluation decision and have protested four Wyoming proposed decisions. Every one of API's actions for or against BLM's decisions centered on whether or not they have completed the required monitoring studies.

We also would point out that Congress should insist on the completion of the five-year review, which includes looking at this lack of funding for studies, of the program for the wild horse and burro program that's been undertaken by the General Accounting Office. It seems to be being held hostage in that agency.

We believe that there is no need for the Government to renew or expand experimental private sanctuaries for wild horses. There are thousands of acres of wild horse habitat areas on the public lands from which horses were removed in the massive roundups of 1985 and 1988, where excess horses can be relocated.

Full implementation of the law without proper monitoring will—excuse me, with proper monitoring—will reduce the number of horses removed to a trickle. We ask Congress to eliminate the funding for the sanctuary program, eliminate funding for removal, and put $12 million into monitoring and research of this land.

Mr. ATKINS. Can you tell me, if we eliminate the sanctuary program, what do you do with the horses that are on those sanctuaries?

Ms. HICKS. Well, they can—as I mentioned in my testimony, they can be relocated to lands where horses were removed in massive numbers from 1985 to 1988.

Mr. ATKINS. Do you have a position as to the number of horses that given areas of public lands can sustain?

Ms. HICKS. We don't believe that that can be determined until these land use studies are done, as provided in the law.

Mr. ATKINS. So, you're willing—you're not doing independent analysis. You're willing to—

Ms. HICKS. We are doing independent analysis as each one of these decisions is made, and we have been appealing them to the Interior Board of Land Appeals. We're not saying that the Bureau of Land Management has to stop roundups of wild horses for now and forever. We're simply asking that the studies be done to determine what kind of damage is being done to the range and who's doing it. Again, there are fewer than 40,000 wild horses on the public lands. There are 4 million livestock animals. We have to question who's doing the damage to the public land.

Mr. ATKINS. Can you tell me the number of horses that you feel you'll be able to process through your adopt-a-horse program?

Ms. HICKS. Well, it's not our adopt-a-horse program.

Mr. ATKINS. Well, through the adopt-a-horse program.

Ms. HICKS. We do think that levels of wild horses can remain on the public land at sustainable levels without removals having to be done and, therefore, without the adoption program having to be.

Mr. ATKINS. Thank you.

[The prepared statement of Mr. Robert Hillman as presented by Ms. Nancy Hicks follows:]

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CLAUDE
Countess of Kinnoull

TESTIMONY OF THE ANIMAL PROTECTION INSTITUTE

before the

SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES

HOUSE COMMITTEE ON APPROPRIATIONS

FY-1991 APPROPRIATIONS
for

WILD FREE ROAMING HORSE AND BURRO PROTECTION PROGRAM

Submitted by:
Robert Hillman
Sacramento, CA

TESTIMONY OF THE ANIMAL PROTECTION INSTITUTE
FY-1991 APPROPRIATIONS
FOR
WILD FREE ROAMING HORSE AND BURRO PROTECTION PROGRAM

On behalf of its 150,000 members nationwide, the Animal Protection Institute (API) is an interested and affected party to the management program for wild horses and burros on the public lands. We request that the appropriations for this program include earmarked funds in the amount of $12 million for monitoring and field study manhours; no funds for the experimental sanctuary program, no funds for removals, and $1 million into the Adopt A Horse program with funds earmarked for a special emphasis for the adoption of older or difficult to place horses/burros and a cut-off date to the prison holding and training program; plus 1.5 special funds. Total $14.5 million.

Field manhours should include at least one wild horse specialist in every District. The specialist's training and background should include a familiarity with habitat evaluation in order to meet the interdisciplinary, multiple use management required of BLM by NEPA and FLPMA as well as the 1971 Wild Horse Protection Act. Special funds of $1.5 million should be earmarked for a series of intra-Bureau workshops for wild horse personnel to explain programmatic guidances in order to maintain a uniform application District to District; in addition these funds should allow for wild horse specialists to attend special training sessions or other educational travel expenses or to fund special projects, underwrite water right applications or other field needs--helicopter hours, trucks, equipment.

There is no need for the experimental private Sanctuaries; there is need for money for monitoring public lands habitats:

In 1988, API appealed a series of removal plans to the Interior Board of Land Appeals which resulted in the IBLA ordering the Bureau of Land Management to base removal decisions on monitoring data as required by law. The Bureau cannot properly manage wild horses when the funding for the program and the manhours needed to complete monitoring studies are not provided. Congress has given the Bureau a clear mandate which is overwhelmingly supported by the American public but has not provided the funds to implement that mandate. For eight years during the REagan Administration no funds were requested for managing wild horses--90 million went into roundups. The IBLA order is based on four gross and blatant violations of law. In effect, 40,000 wild horses were removed in violation of the law. IBLA orders BLM back into compliance. The argument the Reagan Administration attempted to present was that lack of monitoring forced them to assume wild horses were the cause of resource damage and therefore needed to be removed. They sold "overpopulation" to Congress when in fact there was no overpopulation. The lack of monitoring data was true. The reason was there were no funds and no manhours to conduct the required monitoring. There were only funding requests for removals based on calculated estimates of populations that were from the accounting office not the field. If Congress was bamboozled, IBLA was not.

If there is to be a management program on the public lands, monitoring is the key to sound management--not just the key but the critical criteria. Both the 1971 Act (amended) and FLPMA as well as both the wild horse regulations and the grazing regulations require that decisions be based on monitoring data. Without it BLM is in the Catch-22 position of being open to litigation from either permittees with their own professional range consultants on one side or wildlife and conservation groups such as API on the other. BLM must have the money and the staff to do their job and support their professional decisions. API is, at this time, appealing four appeals decisions to the IBLA against BLM and are entered as interveners in two law suits on the side of BLM. We are in the process of drafting a fifth IBLA appeal of a Nevada grazing evaluation decision and have protested four Wyoming proposed decisions--which may or may not be appealed. Everyone of API's actions for or against BLM's decision center on whether or not they have completed required monitoring studies to support decisions. When BLM cannot support their decisions because they have not done the range studies. They have not done those studies because they lack the staff and funding.

In Fiscal 1990, the base funding granted $14,569,000. The largest portion was earmarked for "maintenance of horses removed from the range." Against the overwhelming protest of humane groups and wild horse protection groups, the experimental sanctuary program was created and funded. API has protested the elimination of 1.5 million acres in the Nellis HMA which are recognized (and documented) as where horses existed in 1971 and where BLM--in a five party agreement--intended to manage them. Since there are currently less than 4000 horses on these 1.5 million acres, there is room for more. BLM needs to conduct monitoring studies and population inventory studies to determine optimum numbers for the area.

API is currently drafting a protest of a livestock grazing agreement which involves checkerboard lands which we hope will overturn the Reagan Administration's arbitrary removal of several thousand horses from checkerboard areas and require BLM to make forage allowances for the numbers listed in land use plans as starting points to begin monitoring to determine appropriate management levels.

There is no need for the government to renew or expand the experimental private sanctuary for wild horses. There are thousands of acres of wild horse habitat areas on the public lands from which horses were illegally removed in the massive roundups of 1985-88 where excess horses can be relocated.

Full implementation of the law, with proper monitoring, will reduce the number of horses removed to a trickle. We ask Congress to eliminate the funding for the sanctuary program, eliminate funding for removals, and put $12 million into monitoring and manhours.

The University of Minnesota research study was so offensive, the methodology so shoddy, the inhumane treatment of the data collection scheme so outrageous, both wild horse groups and BLM's field staff were horrified. We ask no funds for studies. Over 1.5 million dollars went into this ill-conceived "anything for science" boondoggle. That same 1.5 million needs to be part of population dynamic studies to determine biotic needs and habitat requirements and develop evaluation guidelines for monitoring the impact of wild horses as well as on the ground range condition studies by BLM field staff to fully implement the IBLA order.

BLM has within its own possession a 1983 programmatic guidance that outlines the basis for a sound wild horse program. It was violated, ignored, cast aside by the previous administration. That guidance document needs to be updated and put into practice in field offices. After eight years of destruction by politicians, we ask Congress to adequately fund the professional staff of the BLM and get politicians out of public land policy making. Let BLM staff do the job they are trained and qualified and hired to do--manage and protect public land resources including wild horses/burros and their habitat.

WEDNESDAY, MARCH 7, 1990.

BUREAU OF LAND MANAGEMENT

WITNESS

ROBIN C. LOHNES, EXECUTIVE DIRECTOR, THE AMERICAN HORSE PROTECTION ASSOCIATION

Mr. ATKINS. The American Horse Protection Association?

Ms. LOHNES. Good afternoon, Mr. Chairman. My name is Robin Lohnes. I'm the executive director for the American Horse Protection Association. We appreciate this opportunity to express our views concerning BLM's fiscal year 1991 appropriation for its wild horse and burro program.

The association's testimony is endorsed by the Human Society of the United States, the American Humane Association, and the American Society for the Prevention of Cruelty to Animals.

I will summarize my comments and respectfully ask that our written statement be inserted in the record in its entirety.

We would like——

Mr. ATKINS. Without objection, your written statement will be inserted in the record.

Ms. LOHNES. Thank you.

We would like to make the following recommendations to the subcommittee regarding the 1991 wild horse and burro program:

First, we strongly recommend that no funds be appropriated for the further removal of wild horses or burros from the public lands during fiscal year 1991.

Secondly, we firmly believe that the current prohibition on expending appropriated funds to destroy healthy wild horses and burros awaiting adoption in holding facilities should be extended.

Third, the chemical fertility control study currently being conducted by the University of Minnesota should be suspended immediately. You may be aware that BLM has also requested the termination of the study based on the researchers' failure to comply with approved herd-gathering procedures.

Fourth, any expansion of the privately-sponsored sanctuary program should be delayed pending congressional review and the effectiveness of the sanctuary guidelines and the merits of the existing sanctuaries in both South Dakota and Oklahoma.

Finally, Congress should insist on the prompt completion of the General Accounting Office's report on BLM's wild horse and burro program. For the past five years, we have attempted to call Congress' attention to a variety of problems within the wild horse and burro program. BLM's decision to reduce the population to 30,000 has resulted in the appropriation of nearly $95 million since fiscal year 1985 for the removal of over 62,000 animals. If this year's appropriation request is approved, that figure increases to over $108 million.

As the subcommittee is aware, our organizations have continually criticized the need for removals of this magnitude. Our criticisms are well grounded. As mentioned by API previously in their testimony, the IBLA has sustained their objections to proposed roundups at several wild horse herd areas in Nevada, based on

BLM's repeated failure to justify that the number of animals on the range are in excess.

Furthermore, despite the enormous removal efforts of over 62,000 animals during the past five years, BLM estimates that over 46,000 wild horses and burrows still remain on public lands. Something is clearly wrong with their arithmetic. As you know, BLM estimates—routinely uses 16 to 18 percent as the annual increase rate in computing wild horse populations, whereas the National Academy of Sciences has concluded that annual increase rates are closer to 10 percent. Given the academy's findings, BLM's estimates are substantially overstated, and the remaining population, most likely, is at or below BLM's target management level.

Finally, as you know, the General Accounting Office has been engaged since 1988 in a comprehensive review of the wild horse and burro program. We urge the subcommittee to direct GAO to complete its work in an expeditious manner.

Thank you. If you have any questions——

Mr. ATKINS. Can you tell me—is your objection to the chemical fertility control study program specifically to the problems that the University of Minnesota had in their herd gathering or is it in general to all chemical fertility control studies?

Ms. LOHNES. Regarding the University of Minnesota, it deals with an internal memo that was sent out—I don't know, you may not have a copy of it—regarding herd gathering.

Mr. ATKINS. Right. We're familiar with the problems there.

Ms. LOHNES. It's very invasive. Fertility studies, any type of invasive fertility study is something that we would not be in favor of.

Mr. ATKINS. But you would be willing to support chemical fertility control studies——

Ms. LOHNES. We would be willing to entertain the idea of noninvasive management control studies if we were assured that it was going to be done in the best interest of the animals.

Mr. ATKINS. You're not totally opposed to any birth control program, fertility control program, for horses or burros? It's just simply the problem of the invasiveness of the herd gathering?

Ms. LOHNES. Correct.

Mr. ATKINS. Okay, thank you.

Ms. LOHNES. Thank you.

[The prepared statement of Ms. Robin Lohnes follows:]

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AND DOMESTIC.

Before The

HOUSE COMMITTEE ON APPROPRIATIONS
Subcommittee on Interior

COMMENTS OF THE AMERICAN HORSE PROTECTION ASSOCIATION, INC.
REGARDING FISCAL YEAR 1991 APPROPRIATIONS
FOR THE BUREAU OF LAND MANAGEMENT

March 7, 1990

HOUSE COMMITTEE ON APPROPRIATIONS
Subcommittee on Interior

STATEMENT OF THE AMERICAN HORSE PROTECTION ASSOCIATION, INC. CONCERNING FISCAL YEAR 1991 APPROPRIATIONS FOR THE BUREAU OF LAND MANAGEMENT

The American Horse Protection Association, Inc., appreciates this opportunity to express its views concerning the proposed Fiscal Year 1991 appropriation of $13,548,000 for the Bureau of Land Management's wild horse and burro program. AHPA is a non-profit national humane society dedicated to the welfare of horses. One of its principal interests has been the protection and preservation of the wild, free-roaming horses and burros which inhabit the federal public lands in ten Western states.

The Association's testimony is endorsed by the Humane Society of the United States, the American Humane Association and the American Society for the Prevention of Cruelty to Animals, all of which are national humane societies that work to protect wild horses and burros as an integral component of the public rangeland environment.

We make the following recommendations concerning the FY 1991 wild horse and burro program:

(1) No funds should be budgeted or appropriated to remove wild horses or burros from the public lands;

(2) The current prohibition on spending appropriated funds to destroy healthy wild horses and burros awaiting adoption in holding facilities should be extended;

(3) The chemical fertility control study being conducted by the University of Minnesota should be suspended immediately, and no new funds should be appropriated for it, or for any similar study;

(4) Any expansion of the privately sponsored wild horse sanctuary program should be held in abeyance pending Congressional review of the effectiveness of BLM's sanctuary guidelines, the merits of the existing sanctuaries in South Dakota and Oklahoma, and the need for additional sanctuaries in light of current population levels and appropriate future removal plans; and

(5) Congress should insist on the prompt completion of the General Accounting Office's report on the wild horse and burro program, and should conduct a comprehensive oversight review of the last five years of BLM's management of the program.

Our organizations have, for the last five years, attempted to call Congress's attention to a variety of problems within the wild horse and burro program, all of which have as their source BLM's decision to reduce the nationwide population of wild equines from 60,000 in 1984 to about 30,000. Since FY 1985 Congress has appropriated nearly $95 million to allow BLM to remove about 62,600 animals from the public rangelands (Table 1). This year's appropriation request, if approved, will raise those totals to $108.2 million and 67,500 removals. The Bureau's budget justification suggests that program costs and removal efforts will continue at approximately the same level for at least the next several fiscal years.

Management and Removal Issues

As the Subcommittee is aware, our organizations have continually criticized the need for removals of this magnitude. Our examination of BLM's Rangeland Management Plans and accompanying Environmental Impact Statements reveals that proposed reductions in wild horse and burro numbers are rarely justified in terms of actual or anticipated resource damage attributable to wild equines. In many cases, substantial (50 to 75 percent) reductions in wild horse populations are accompanied by increases in forage allocations to livestock. Invariably, new forage production over the long term is allocated to increase cattle and sheep numbers, while wild horse and burro numbers remain at the low levels that presumably helped make more forage available.

Our criticisms of this fallacious system are well grounded. Last year, in an appeal brought by the Animal Protection Institute, the Interior Board of Land Appeals sustained API's objections to the proposed roundup of several thousand wild horses from a number of herd areas in Nevada. The IBLA's decision rests principally on BLM's repeated failure to justify adequately that the number of animals on the range were "excess," and that their removal was necessary to restore a thriving ecological balance.

Furthermore, despite the enormous removal efforts of the past five years, BLM estimates that over 46,500 wild horses and burros remained on the public lands as FY 1990 began. Something is clearly wrong with BLM's arithmetic, and in the final analysis it relates to the annual herd growth rates BLM uses when computing wild horse populations. An analysis of BLM's reported data discloses that the Bureau routinely uses a 16 to 18 percent net annual increase rate in computing wild horse populations.[1] Its estimates for FYs 1988-90 all use rates of 18 percent or higher; the 1989 rate for wild horses is over 20 percent (Table 2).

It is particularly curious to note that, after reporting net annual increase rates of about 16% nationally during FYs 1984-86, BLM data embodies rates of 18 percent and more starting in FY 1987. In other words, **just as populations were starting to fall as a result of the enormous FY 1985 and 1986 removals, BLM'S data shows the removal program becoming less effective because removals were being offset by higher herd growth rates.**

BLM's population increase data has been refuted by the Committee on Wild and Free-Roaming Horses and Burros of the National Academy of Sciences, which wrote in 1982:

> Three investigators . . . concluded that the annual increase rates for horse populations implied by published information from several studies on reproductive and survival rates must be considerably lower than the 16 to 18 percent commonly inferred from [BLM] censuses and might conceivably be below 10 percent.

NAS, Committee on Wild and Free-Roaming Horses and Burros, Final Report, p. 14 (emphasis added).

Using a 10 percent net annual increase rate for the purpose of comparison, AHPA has computed that the wild horse population remaining after the FY 1989 roundups may be below 20,000; wild horse and burro populations combined are probably well below 30,000 (Table 2).[2] Given the NAS findings, BLM's estimate of the number of animals remaining on the public lands is substantially overstated; the remaining population probably is already at or below BLM's target management levels.

Under these circumstances, removing another 4,900 wild horses and burros during FY 1991 is totally unnecessary, and may well threaten the continued viability of many herd areas. This is especially true when the proposed FY 1990 removals, which are expected to total 8,700, are taken into account.

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[1] That is, live foal births less foal mortality and adult mortality due to age, disease, predation or injury. Obviously, live birth rates must be considerably above 18 percent to support an 18 percent net annual increase rate.

[2] In assembling Table 2, AHPA did not list burro population figures due to discrepancies in BLM's burro data for FY 1985 and 1987 that the Association could not adequately account for. The wild horse data is drawn exclusively from BLM sources, principally the annual Public Land Statistics.

The Adoption and Sanctuary Programs

During 1989 AHPA learned of significant problems in the adoption program which suggest that BLM has not acknowledged the proper priority among normal adoptions, the prison training program and the sanctuary program. In late summer adoption centers in the East were virtually without horses to adopt, despite considerable demand for horses. Yet hundreds of adoptable horses were being "stockpiled" in the prison program, and a second sanctuary was about to be opened.

While the prison training program may be a useful way to make older (4-6 years) horses more attractive adoption candidates, there is simply no reason for the prisons to have their corrals full of hundreds of horses that are neither being trained nor made available for adoption where demand exists. Furthermore, reports of abusive handling and training techniques at some facilities have persisted, suggesting that BLM's monitoring efforts of the prison program are inadequate.

Yet another indication of this imbalance came in the form of Interior Secretary Lujan's proposal during the summer that wild horses removed from the public lands be offered to developing nations. Despite the adequacy of adoption demand in this country, and serious questions about the legality of such a plan, it is apparently still under active consideration within the Department. We urge the Committee to express its disapproval of this proposal in the strongest possible terms, and to reaffirm that domestic adoptions should receive priority attention from the Bureau.

Copies of AHPA's correspondence with Secretary Lujan and BLM Director Jamison concerning these issues are attached.

Our organizations continue to believe that private sanctuaries are an essentially temporary response to the short-term problem of wild horses remaining unadopted following the removals of 1985-88. Sanctuaries must not become a "privatized" substitute for the protection and preservation of wild horses and burros on the public lands. Horses delivered to sanctuaries should be older animals that are clearly poor candidates for regular adoption. Nevertheless, the FY 1991 budget justification suggests that BLM expects the sanctuary program to continue to expand, at least once the existing sanctuaries become financially self-sufficient. The reason for this is not immediately clear, especially in light of BLM's decision to focus removals for the first time on adoptable animals. Continued Congressional scrutiny of this aspect of the program is warranted.

Oversight

The General Accounting Office has been engaged since 1988 in a comprehensive review of the wild horse and burro program. Unfortunately, its report has not yet been issued. The many problems in the wild horse and burro program; the continuing large requested appropriations; and the persistent controversy concerning many of the program's elements demand that the GAO study be completed and released. We urge the Committee to direct GAO to finish its work expeditiously.

Finally, we urge the Subcommittee to continue to press for adequate public oversight of the wild horse program in the form of an advisory board to review management objectives and the adoption, prison training and sanctuary programs. BLM's budget justification again contemplates a general advisory board similar to the one in place during 1985, which regrettably was dominated by participants who shared BLM's approach to wild horse management and did little to conduct an independent review of the program. The disasters of the fee-waiver adoption program, and the potential for abuse in the sanctuary program, demand a board that has as its mandate specific animal care and handling issues, as well as broader management issues. It should not be composed of livestock and wildlife representatives, but of persons who have specific expertise in equine care.

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TABLE 1

SUMMARY OF WILD HORSE AND BURRO PROGRAM APPROPRIATIONS AND ROUNDUPS FISCAL YEARS 1985 - 1990

Fiscal Year	Appropriation	Animals Removed	
1985	$17,039,000	18,959	
1986	16,934,000	10,128	
1987	17,777,000	11,522	
1988	14,774,000	8,857	
1989	14,560,000	4,462	
1990	13,598,000	8,700	(projected)
TOTALS	$94,682,000	62,628	

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TABLE 2

COMPARATIVE WILD HORSE POPULATION ANALYSIS, 1984-89

		BLM Data	AHPA Computation
1984	Base	48,998	48,998
	Increase	7,881 (16.08%)	4,900 (10%)
	Removals	4,999	4,999
	EOY	51,880	48,899
1985	Base	51,880	48,899
	Increase	8,275 (15.95%)	4,890 (10%)
	Removals	17,399	17,399
	EOY	42,756	36,390
1986	Base	42,756	36,390
	Increase	6,840 (16%)	3,639 (10%)
	Removals	8,843	8,843
	EOY	40,753	31,186
1987	Base	40,753	31,186
	Increase	7,317 (17.95%)	3,119 (10%)
	Removals	10,248	10,248
	EOY	37,822	24,057
1988	Base	37,822	24,057
	Increase	7,540 (19.93%)	2,406 (10%)
	Removals	7,741	7,741
	EOY	37,621	18,722
1989	Base	37,621	18,722
	Increase	7,739 (20.57%)	1,872 (10%)
	Removals	3,586	3,568
	EOY	41,774	17,008

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TABLE 3

BLM WILD HORSE AND BURRO POPULATION ESTIMATES 1988 - 1990

1988	Base	43,256	
	Increase	7,918	(18.3%)
	Removals	8,857	
	EOY	42,347	
1989	Base	42,347	
	Increase	8,664	(20.5%)
	Removals	4,462	
	EOY	46,549	
1990	Base	46,549	
	Increase	8,451	(18.2%)
	Removals	8,700	
	EOY	46,300	

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AND DOMESTIC.*

August 24, 1989

Cy Jamison, Director
Bureau of Land Management
United States Department of the Interior
18th and C Streets, N.W.
Washington, D.C. 20240

Dear Mr. Jamison:

I am writing of behalf of the American Horse Protection Association, Inc., concerning the Bureau's wild horse and burro program.

AHPA has learned that the wild horse and burro adoption centers in Tennessee, Ohio and Pennsylvania have had very few horses available this summer, and that their efforts to obtain more generally have been unsuccessful. The Association understands that the three centers have had a total of only 75-100 animals during most of the summer. This week that total will be drastically reduced, because 45 animals will be taken from the three centers to go to a satellite adoption in Maine. For reasons we do not understand, apparently there were no animals from the prison program or the Bloomfield, Nebraska, holding facility available for the satellite. Only five animals will remain in the Ohio center.

The managers of the centers inform us that adoption interest has been active, but that many prospective adopters are discouraged by the small number of horses available. This negates the promotional efforts undertaken by the centers and by the Bureau. Some potential adopters have asked if the centers are going out of business.

Furthermore, when AHPA representatives recently visited the Cross Plains center, they were shocked by the poor physical condition of some of the animals that it had received from the Bloomfield holding facility. The animals were not recently gathered; they had been at Bloomfield for several months before coming East. Apparently they were suffering from severe parasite infestations, and had not been wormed in Nebraska. That is totally unacceptable animal care, and can only discourage adoptions.

In contrast, we understand that the various prison programs are housing hundreds of adoptable wild horses. Most of the horses range in age from yearlings to five-year-olds. They include many mares with foals, and relatively few older animals. Most of these animals are not currently being halter broken; they are merely being fed. The New Mexico program, in particular, currently has 550 horses, and is expecting about 650 more in the near future (each of the three New Mexico facilities can accommodate 500 horses). In fact, one of the New Mexico prisons just received six burros -- animals that shouldn't be part of the training program, and that are immediately adopted in the East.

We have been advised that some of the prison programs apparently are resisting attempts to bring their horses East for adoption.

Similarly, the Bloomfield holding facility has about 800 horses, 500 of which are considered by BLM to be of adoptable ages. We understand that 100 of these will be sent to the Wild Horse and Burro Days promotion sponsored by the Ohio adoption center in September, but that no plans have been made for the rest.

It seems clear to AHPA that during the last year BLM has been sending most of its horses to the prison programs, and very few to the adoption centers. It was our understanding that the prison programs were designed for horses in the four-to-six-year-old range, not younger animals. Nevertheless, many younger animals are in corrals at the various correctional institutions involved.

In light of these circumstances, it seems almost pointless for the Bureau to have awarded a $40,000 contract last month to Central State University to develop a "marketing and communication plan" for the Ohio center. Paula and Randall Carr, who manage the Ohio center and have operated the Tennessee center for 10 years, have considerable experience and success in promoting the adoption program. In AHPA's view they have relatively little need for a $40,000 plan.

What the Eastern adoption centers do need are horses to be available for adoption, and funds for direct promotional expenses such as television, radio and print advertising. In the past the Carrs have been forced to spend personal funds for promotion, because BLM funds were unavailable. The Association believes that the $40,000 Central State award could have been much better spent to promote adoptions.

AHPA's concerns also extend to the sanctuary program. We understand that the Bureau is about to award a second contract for a 2,000-animal sanctuary, and that the existing South Dakota sanctuary is scheduled to receive about 300 additional horses to bring its population to 2,000. Yet the need for a second sanctuary at this point is questionable, given the apparent dearth of horses for the adoption program.

The kinds of horses that go to either sanctuary is also important. BLM's stated policy has been to send only older, "unadoptable" horses to sanctuaries: horses seven years of age or more. Yet nearly half of the South Dakota sanctuary's initial population was made up of horses younger than seven years; nearly 25 percent were horses three years old and younger. Furthermore, it received many colorful, highly attractive horses that would be very desirable adoption candidates. By contrast, nearly all of the horses that come East for adoption are bays.

AHPA is aware that the suspension of roundups in Nevada this year has reduced the number of horses that otherwise would be available for adoption, and this letter should not be construed as favoring the removal of more wild horses from the public lands simply to meet adoption demand. The Association's point is that Bureau's response to the smaller number of horses has been backwards.

In past years the Bureau has complained that the adoption system could not handle the number of animals being removed from the range, and that alternate methods to "dispose" of the animals were necessary. Now those alternate methods have taken on a life of their own -- they have developed into constituencies that must be satisfied by maintaining adoptable horses in the prison programs or the sanctuaries, even when there is no need to do so.

That is counterproductive and expensive. It undermines the private adoption program, which is by law, and should be in practice, the heart of Bureau's post-removal program.

For these reasons, we ask you to take the following steps:

1. Review the current population of horses in the prison program, especially in New Mexico, and reduce it to the number of four-to-six-year-old animals that can reasonably be trained on a current basis. Transfer readily adoptable animals to the three Eastern adoption centers.

2. Allocate more funds to direct promotion of the adoption program;

3. Defer awarding a contract for the second sanctuary until the need for the facility is clearer, and review whether both sanctuaries must be 2,000-animal facilities; and

4. Establish and enforce clearer guidelines for determining what types of horse will go to each element to the post-removal program, with an unambiguous emphasis on encouraging private adoptions.

Very truly yours,

Robin C. Lohnes

Robin C. Lohnes
Executive Director

RCL/rjg

cc: Honorable Manuel Lujan, Jr.
Honorable Robert C. Byrd
Honorable Wendell H. Ford
Honorable Harry M. Reid
Honorable Sidney R. Yates

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August 24, 1989

Honorable Manuel Lujan, Jr.
Secretary of the Interior
18th and C Streets, N.W.
Washington, D.C. 20240

Dear Secretary Lujan:

The American Horse Protection Association, Inc., respectfully takes issue with your recent comments concerning the desirability of sending wild horses removed from the public lands to developing nations. In our view such adoptions would violate the Wild, Free-Roaming Horses and Burros Act.

Both the Wild Horse Act and the Interior Department's regulations contemplate that an adopter of wild horses will be a citizen or lawful resident of the United States, and that the animal will be maintained within its jurisdiction. The Bureau of Land Management's recent draft adoption manual makes these express requirements for the approval of an adoption application. Enforcement of the Act would be impossible otherwise. There is simply no feasible way to ensure that the animals would be properly treated in other nations, and it is unfortunate but true that the record of many developing nations concerning animal abuse is poor.

You may not be aware that a proposal to deliver wild horses to Mexico was considered, and ultimately abandoned, by then-BLM Director Burford about four years ago. We urge you to reach the same conclusion.

Furthermore, we are advised that there is a considerable adoption demand in this country that is not being met because Eastern adoption centers do not have horses available for adoption. However, hundreds of adoptable animals are being maintained in the prison training programs and the Nebraska wild horse holding facility. This is an unnecessary expenditure of hundreds of thousands of dollars, and ultimately damages the credibility of the adoption program. I have enclosed for your information a copy of a letter that the Association has sent to BLM Director Jamison concerning this issue.

Finally, we urge you to review the Bureau's contention that many thousands of wild horses must be removed from the public lands to reach "management levels." During the past five years over 50,000 animals have been removed, and even using BLM's population data wild horse numbers are lower than at any time since the early 1970s. Further large-scale removals are unwarranted, and by stopping them the sometimes difficult issues of animal disposition will be resolved.

Very truly yours,

Robin C. Lohnes

Robin C. Lohnes
Executive Director

Mr. **Atkins**. The other people waiting to testify, are they after 1:30? In that case, we will break until 1:30.

WEDNESDAY, MARCH 7, 1990.

BUREAU OF LAND MANAGEMENT, FISH AND WILDLIFE SERVICE, NATIONAL PARK SERVICE, FOREST SERVICE

WITNESS

R. MAX PETERSON, EXECUTIVE VICE PRESIDENT, INTERNATIONAL ASSOCIATION OF FISH AND WILDLIFE AGENCIES

Mr. DICKS. We'll start. The committee will come to order.

The International Association of Fish and Wildlife Agencies, Max Peterson?

Max, welcome. It's good to have you here.

Mr. PETERSON. I'm delighted to be here, Mr. Chairman.

Mr. DICKS. Well, it's nice to have your testimony. We'll put it in the record. Why don't you give us a good summary of it?

Mr. PETERSON. Thank you, Mr. Chairman. I'll do that.

Last year I commented when I appeared that last year was the first year that my testimony was cleared by OMB. I'm glad to continue that record.

Mr. DICKS. This is the second year?

Mr. PETERSON. The second year.

Mr. DICKS. Good.

Mr. PETERSON. It does, though, Mr. Chairman, represent the considered opinion of the 50 States which comprise the International Association. We go through a budget process in the 50 States in which we ask for a review of the Federal agency budgets and then recommend selective changes in the budget. We try to make them very conservative. We don't ask for a whole lot of money that we know is not in the cards.

Let me go through—first, in my second paragraph of testimony, I note the disturbing trend, which I'm sure you're aware of, that the portion of the Federal budget devoted to natural resources decreased from 3 percent to 1.5 percent over the last decade or so. I think over time we have to figure out some way to change the mix, because otherwise what we're doing is getting more and more programs and needs competing for a smaller portion of the pie.

Mr. DICKS. Right.

Mr. PETERSON. So, we're going to give some attention in the next few years to try to increase the size of the pie devoted to natural resources. I think that would help this committee and many others that are interested in natural resources.

Mr. Chairman, my testimony covers the Fish and Wildlife Service, the Forest Service, the Bureau of Land Management, and the National Park Service. Assuming that you can read—which I'm sure you can—faster than I can speak, I'm just going to highlight a couple of things in here.

Mr. DICKS. Sure.

Mr. PETERSON. First, we're delighted that the Administration's budget is considerably better than last year. We're delighted that there's not a proposed cap on Pittman-Robinson and Wallop-Breaux. We think those are important signals that we appreciate.

We would recommend that some additional money go into the endangered species act grants to the States. Our major objective should be to try to prevent species from reaching that status. We are recommending the full authorization be appropriated of $17 million.

We also note a proposed decrease in non-game management. With the increasing interest of all kinds of people in non-game, we certainly recommend restoring at least to last year's level the non-game management.

We also have a committee, Mr. Chairman, working on specifically how we can increase non-game funding over time. We believe there needs to be some way discovered to provide a dedicated fund for non-game, probably similar to Wallop-Breaux, in order to make more progress.

It is noted again on page 2, Mr. Chairman, paragraph 2, that the shortfall in refuge revenue sharing is a serious problem to us in areas particularly like North Dakota where the State said they simply will not agree to acquiring more wetlands for wildlife refuges unless we cure the refuge revenue sharing.

We believe that refuge revenue sharing is just like paying your taxes and it should not be considered a discretionary payment. Last year we attempted to sponsor legislation that would say the Secretary of Interior pays that out of receipts rather than each year trying to reach it with appropriations.

We noted several private land initiatives that have proven quite beneficial. We recommend an additional $2 million for farm bill work for the Fish and Wildlife Service because, by the use of what we call wraparound easements and other kinds of devices piggybacked on the conservation reserve program, we have been able to do some very important things.

Then we also recommend this pilot project in the State of Washington for $2 million which is devoted to improving the habitat for upland game birds.

Mr. Dicks. Yes, I'm very interested in that. We certainly want to work with you on your ideas about how we could get a program structured. We're trying to get off the ground with the Fish and Wildlife Service and the Washington Wildlife Department. Curt Smith, who is one of your members, has taken a very active role in this. I'm trying to work with them. Any help you can give us in that direction, we will appreciate.

Mr. Peterson. We're very interested in that, Mr. Chairman. We think that, as a cooperative program with the States, probably with some matching money and some help from the private landowners and other organizations, we could see done in this something like's being done with the Wild Turkey Federation and others to specifically try to improve habitat for upland game, particularly in intensively farmed areas. We'll be working with you and with the State of Washington on that.

Mr. Dicks. We appreciate that.

Mr. Peterson. We've addressed considerably in my statement the North American Waterfowl Management Plan, and let me say we're delighted that that act, the basic act which implements that plan, was passed last year and signed by the President. The President's budget does include the full $10 million out of interest on the PR funds and also $50 million in authorization.

We're somewhat concerned that the budget does not reflect adequate money to handle the work in the migratory bird office and in the plan office itself, and also for some joint venture programs that the Fish and Wildlife Service does. We'll be glad to discuss with the staff some more on that.

Mr. DICKS. All right.

Mr. PETERSON. Let me finally say, as relates to the Fish and Wildlife Service, that there are a number of cooperative fish and wildlife research units around the country, including one in almost every State. There are proposals to add units to that.

One of the concerns is that we continue to add units to that and we always underfund the ones we have, which raises some real problems. So, we need to establish the funding at the level that we establish those units, so that we don't get—once we start a cooperative research program, it's hard to turn it off and on.

Now turning to the Forest Service quickly, we're delighted that the Forest Service budget is considerably better for noncommodity uses than previously. We believe that there are still some opportunities which are not fully reflected in the budget, and recommend some modest increases in the wildlife habitat program and anadromous fish.

Specifically in paragraph 3, we also recommend some money be added for the purchase of that important winter elk habitat in the Gallatin Forest north of Yellowstone.

One of the things we're quite concerned about in the Forest Service budget, in paragraph 4, is the proposal to reduce State and private forestry. This would occur at the same time we're proposing a major tree-planting initiative of $175 million; we're proposing an increase in tree planting under the conservation reserve program. It doesn't really make sense to us to cut back fire protection and insect disease control on private land. It looks like we're more interested in planting them than we are in taking care of them.

Mr. DICKS. Right.

Mr. PETERSON. Finally, on the range management program, we recommend a modest increase to primarily improve the riparian areas, which there's been an increase made on already.

I did want to say one thing about the research program. The research program has been increased. We're delighted to see that. We recommend $2.5 million added to keep the forest inventory cycle on a 10-year frequency.

Let me ask, too, or suggest, too, that you look at the Forest Service research budget quite closely. Several of the new initiatives appear to me to be taking away from existing research programs. It's very hard, when you're dealing with long-term research, which includes monitoring and baselines, and so on, to turn that off and on.

I would suggest you look very carefully at what's happening in diverting money from existing programs to new things that are very glamorous in themselves. Just be sure we haven't undercut the program.

The Bureau of Land Management, Mr. Chairman—we're delighted to see that BLM has got an increase in wildlife and fish. We've talked to the new Director and believe that he's serious in wanting to put more money into wildlife and fish. They do have, finally, a challenge grant program, which we're glad to see.

Finally, on the National Park Service, we were disturbed, frankly, to see no State grants in the land and water conservation fund. We think that segment of it needs attention, and we suggest that maybe $100 million be put into State grants, with $10 million toward the Emergency Wetlands Act.

Mr. DICKS. Max, we're almost out of—in fact, we are out of time.

Mr. PETERSON. Yes.

Mr. DICKS. Thank you. It was an excellent statement. I look forward to working with you this year on these issues.

Mr. PETERSON. We'll be glad to talk to you and your staff any time, Mr. Chairman.

Mr. DICKS. Excellent. Thanks, Max.

Mr. PETERSON. Thank you.

[The prepared statement of Mr. Peterson follows:]

International Association of Fish and Wildlife Agencies
Organized [illegible]
Hall of the States
444 North Capitol St. NW, Suite 534, Washington, DC 20001 (202) 624-7890
R. Max Peterson, Executive Vice President

STATEMENT OF THE INTERNATIONAL ASSOCIATION OF FISH AND WILDLIFE AGENCIES
ON THE FY1991 BUDGET FOR U.S. FISH AND WILDLIFE SERVICE,
U.S. FOREST SERVICE, BUREAU OF LAND MANAGEMENT AND NATIONAL PARK SERVICE
BEFORE THE U.S. HOUSE OF REPRESENTATIVES APPROPRIATIONS
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES

March 7, 1990
by
R. Max Peterson, Executive Vice-President

The International Association of Fish and Wildlife Agencies, founded in 1902, is a quasi-governmental organization of public agencies charged with the protection and management of North America's fish and wildlife resources. The Association's governmental members include the fish and wildlife agencies of the states, provinces, and federal governments of the U.S., Canada, and Mexico. All 50 states are members. The Association has been a key organization in promoting sound resource management and strengthening federal, state, and private cooperation in protecting and managing fish and wildlife and their habitats in the public interest.

Before addressing the budget proposals of these agencies, I would like to address a disturbing trend in natural resource agency funding over the last decade. The portion of the Federal budget devoted to natural resources has decreased from about 3 percent to 1.5 percent. The ever growing demand for appropriate natural resource management and related recreation suggests that the National budget should increasingly focus on natural resource programs.

The Administration's budgets for the FY1991 Fish and Wildlife Service, Forest Service, Bureau of Land Management, and National Park Service are welcome changes from those proposed in the 1980's. While there is always room for improvement, these budgets suggest that the Bush Administration in concerned about a lasting environmental legacy.

U.S. FISH AND WILDLIFE SERVICE

The Association appreciates the recognition by the Administration of the importance of the Pittman-Robertson and Wallop-Breaux accounts and the fact they were not targeted for caps or diversions in FY1991. This is the first budget of many that has not attempted to undermine these successful user pay - user benefit programs.

The Association recommends that Section 6 of the Endangered Species Act be fully funded ($17 million), an addition of about $11.5 million over the Administration request.

The FY1991 budget contains decreases in nongame management and research. The Association recommends the addition of $870,000 for nongame research and $860,000 for nongame management. The Association also recommends that $5 million be appropriated to fund the Fish and Wildlife Conservation Act. In a related matter, $900,000 needs to be added for the Migratory Bird Office to adequately fund its important activities, including nongame.

Insufficient funding for the Refuge Revenue Sharing Fund (RRSF) has created, and will amplify, local opposition to Service land acquisition. The Association considers full funding an obligation under the Refuge Revenue Sharing Act, not a discretionary payment. Therefore, the Association recommends $16.9 million for the RRSF, an addition of $4.3 million over the requested amount. The Association also recommends increased funding for refuge operations and maintenance.

A number of private lands initiatives have proven succesful and efficient in creating and protecting wildlife habitat. The proposed budget provides $8 million for Farm Bill work. The Association recommends adding $2 million for this work. The Association also recommends $2 million be allocated for a pilot Upland Gamebird Conservation project in Washington. The proposed budget includes $500,000 for On/Off Service lands projects; the Association recommends that this be increased to $2 million.

The North American Waterfowl Management Plan (Plan) has been a major focus of the States and Service since 1986. The recently passed North American Wetlands Conservation Act is a major component of funding the Plan. However, the administration of the Plan requires additional funding. The Plan Office requires $700,000 for full operation. An additional $720,000 is needed for administration of Joint Venture offices. The Administration budget contains $4.27 million in Service specific joint venture projects. The Association recommends an additional $5.73 million for this work.

The Cooperative Fish and Wildlife Research Unit Program is proposed for $7.2 million in funding. An additional $350,000 is needed to fully staff and operate all units. The Association is aware of proposed Coop Units in Hawaii, Kansas, and Michigan and recommends that additional funding be provided for any newly established units.

The National Fish and Wildlife Foundation provides a valuable service to the Nation in promoting public/private partnerships in resource conservation. The Association recommends that this successful program be funded at the FY1990 level of $5 million.

The Association recommends funding the Anadromous Fish Conservation Act at $4 million, including $500,000 for the Emergency Striped Bass Study.

Finally, the Association recommends that $750,000 and $1.75 million be provided the Service to better staff positions involved, respectively, with hydropower relicensing and permit review under the Section 404 program.

U.S. FOREST SERVICE

Multiple use of the National Forests contributes immeasurabley to the Nation's welfare and the Forest Service and Congress are commended for recognizing public demand for increasing non-commodity use.

The Association is pleased to see increases in the proposed budget for fish and wildlife habitat management on National Forests. The Service's "Rise to the Future" and "Get Wild" programs for fish and wildlife, respectively, are model cooperative natural resource management programs which require adequate funding to meet increasing recreational demand. The Association recommends that the wildlife habitat program budget be increased from $14.8 to $30 million. The Association recommends funding the inland fish program at $13.5 and the Anadromous Fish Habitat program at $13.3 million. In addition, the FY1991 threatened and endangered species programs needs an operations budget of $12.7 million.

The Association recommends that $3.8 million be added for land acquisition of winter elk habitat in the Gallatin National Forest, in cooperation with the State of Montana.

The FY1991 budget proposal hinders partnerships between the Service, states, and private land owners at a time when this effort is increasingly crucial. To continue cooperative efforts betwen the Forest Service and state forestry and wildlife agencies for improved management of private lands, the Association recommends that the state/private forestry program be increased at least to the FY1990 level of $104.2 million.

The Forest Service range management program can provide important fish and wildlife habitat if properly managed. The Association recommends that the range management program budget on the National Forest System be increased by $3 million.

The Forest Service research program is vital to properly managing the natural resources of the National Forest System as well as other public and private land. The Association supports the proposed increase to $148.7 million for the six priority reserch programs, and further recommends an additional $2.5 million to acheive a nationwide Forest Inventory cycle of no more than ten year.

BUREAU OF LAND MANAGEMENT

The Bureau's FY1991 budget proposal, like the other agencies mentioned, is a significant improvement in the Bureau's recognition of its multiple resource management responsibilities. It is an important start but the fish and wildlife management and riparian management programs need considerable additional augmentation to do a proper job.

The Bureau's Fish and Wildlife 2000 plan calls for a commitment of $60 million and 300 staff years to acheive it objectives. To partially meet these goals, the Association recommends that the Wildlife Habitat program be increased from $25.5 million to $35 million with an additional 75 staff years. Concurrently, the Bureau's fisheries program should be funded at $6 million with at least 20 new biologists in FY1991. The Administration has proposed $5.95 for threatened and endangered species program which is inadequate to meet the management needs of nearly 1000 species of animals that are listed or are candidates for listing. The Association recommends the addition of $4.05 million for this work, with appropriate staffing increases.

The Bureau is commended for proposing a challenge cost share program of $2.5 million. This funding efficient program at least doubles available funds. The Association recommends an additional $2.5 million for challenge grants.

Finally, wild horse and burro management on Bureau lands is an increasing problem with action needed to protect range land for all uses. The Association recommends that the wild horse/burro management funds be increased by $716,000 over FY1990 levels.

NATIONAL PARK SERVICE

The Association is concerned with the absence of Land and Water Conservation Funds state grants in the FY1991 budget. These funds are critical to acquisition pursuant to State Comprehensive Outdoor Recreation Plans (SCORPs), which also allow acquisition of critical wetland habitat. The Association recommends that state grants be restored to at least $100 million with $10 million directed pursuant to the Emergency Wetlands Resources Act to help implement the North American Waterfowl Management Plan

The Association further recommends that funding be provided for the Park Service to fully implement the National Recreational Fisheries Policy, to which the National Park Service is a signatory.

Finally, the Association recommends that funds be provided to require regional Park Service office and individual superintendents to coordiante and cooperate in wildlife resource management with state fish and wildlife agencies. Fish and wildlife do not recognize administrative boundaries and it is essential that the National Park Service develop cooperative, not contradictory, policies with the states.

The International Association of Fish and Wildlife Agencies appreciate the opportunity to testify before the Appropriations Subcommittee on Interior and related agencies. We would be happy to address any questions that Committtee members have about our budget positions.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE, FOREST SERVICE

WITNESSES

MARGARET C. DRUMMOND, CHAIR, BOARD OF MANAGERS, APPALACHIAN TRAIL CONFERENCE

DAVID N. STARTZELL, EXECUTIVE DIRECTOR

Mr. DICKS. The Appalachian Trail Conference, David Startzell and Margaret Drummond?

Ms. DRUMMOND. Mr. Chairman, I'm not David Startzell; I'm Margaret Drummond.

Mr. DICKS. Well, I got that impression, Margaret.

You can begin, if you'd like.

Ms. DRUMMOND. I will.

Last summer I was elected Chair of the volunteer Appalachian Trail Conference Board of Managers. As you know, the conference, through its thousands of volunteers, has constructed and maintained the Appalachian Trail for some 65 years.

In office, I succeed Ray Hunt, who's met with this committee several times. I'm here today with David Startzell, our executive director.

We're here to request appropriations for protection of the Appalachian Trail through the acquisition program. We are requesting $4 million for the Forest Service acquisition program and $15 million for the National Park Service.

We recognize that this is an increase over previous funding, but we feel that it's time to get on with the project and complete it.

This is my first testimony, and I guess I'm a little nervous.

Mr. DICKS. Don't be nervous.

Ms. DRUMMOND. All right.

Mr. DICKS. We'll put your whole statement in the record and you can summarize it.

Ms. DRUMMOND. I wanted to come today to tell you—not only to present our request for funding, but to bring you the message from the Board of Managers that we appreciate the cooperation which the trail has received in the past and hope that you will look favorably upon this request.

Mr. DICKS. Okay.

Ms. DRUMMOND. I come from a volunteer background. I'm a volunteer myself. I've worked some 30 years on the Appalachian Trail Project both at the local level in Georgia and on the Board of Managers. In fact, in Georgia I maintain a three-mile section of the AT.

Mr. DICKS. Good for you.

Ms. DRUMMOND. If I can do it, anyone can do it.

Mr. DICKS. Good for you.

Ms. DRUMMOND. As you may know, when this project began, the land acquisition project to protect the trail, there were many skeptics, both in the volunteer community and in Government. Some of the volunteers thought that the involvement by the Government would stifle the volunteer initiative, but this has not proven to be the fact. In fact, just last year we had over 4500 volunteers who gave more than 125,000 hours of volunteer time and labor.

There were skeptics also in the Government. There were Government people who thought that volunteers could never develop the expertise to protect a national resource, and that's been proven wrong also.

Mr. DICKS. That's good.

Ms. DRUMMOND. What we have evolved over the last few years is a very close working partnership of Federal and State agencies and volunteers. Through the efforts of this partnership, we are protecting what we feel is probably the most valuable natural resource in the Eastern United States.

The Appalachian Trail is not just a footpath from Georgia to Maine. We look upon it as a greenway, a swathe of green 2100 miles long, encompassing or coming close to some of the most scenic areas in the Eastern United States: craggy rock overlooks, alpine areas, high mountain lakes, gigantic forests.

Every year millions of visitors from urban areas in the East visit the Appalachian Trail and use the resource. So, we're here today to ask for your continued funding and for your protection of what we feel is an invaluable resource.

Mr. DICKS. Good. Thank you.

Ms. DRUMMOND. Well, one more comment: in the interest of time, which has probably run out, we prepared some additional materials, and I hope that at some time you will read those and view with some favor our request. Thank you.

Mr. DICKS. Well, we will certainly review this very carefully.

David, did you have a comment?

Mr. STARTZELL. Yes, sir, thank you. I'm Dave Startzell, executive director of the conference. Unlike Ms. Drummond, this is my tenth year appearing before the committee.

Mr. DICKS. You're an old pro, then.

Mr. STARTZELL. I hasten to add, however, that while we view this as a great success story, we do not in the least hope and view it as a never-ending story. On the contrary, our hope is to complete the program as soon as possible.

Ms. Drummond mentioned the extraordinary resources that we have managed to protect in this program. I would only add that there are many remaining to protect.

However, most of my remarks—and I will make them very quickly—have to do with the dollars-and-cents side of the equation.

Mr. DICKS. Right.

Mr. STARTZELL. What this illustrates is—this reflects the balance of acreage in the program in the last four fiscal years. As you can see, it's going down. We are chipping away at this program at roughly 10 percent per year.

However, the second illustration indicates what's happening in terms of our costs. These are the projected per-acre costs for the balance of the program. As you can see, they are rising at a rather alarming rate.

Given that trend—and this is also part of the record—we're now projecting two different funding scenarios: one based on the administration level of funding of roughly $7 million a year for the Park Service program; the other, our request. In the first case, we now believe that, if we continue at the $7 million rate, it's going to require another six to seven years to complete the program at an estimated cost, including fiscal year 1990 dollars, of roughly $55 million.

In contrast, if we can accelerate that rate in the next two or three years, we believe it can be completed in three years for about $10 million less. As a result, given those cost trends, and also our continuing concerns about preserving the resources, we feel it just makes good resource sense and good economic sense to accelerate this program.

With that, I'll thank you once again.

Mr. DICKS. Well, thank you. You've made a very excellent statement and I appreciate those charts. It's very understandable.

You did very well. You get "A" for your first time.

Ms. DRUMMOND. I'll be back next year.

Mr. DICKS. All right, we'll see you next year.

[The prepared statement of Ms. Margaret Drummond follows:]

Statement By: Margaret C. Drummond, Chair, Board of Managers
Appalachian Trail Conference

David N. Startzell, Executive Director
Appalachian Trail Conference

For: Hearings before the House Committee on Appropriations,
Subcommittee on Interior and Related Agencies

Date: March 7, 1990

The Appalachian Trail Conference is a private, nonprofit educational organization composed of approximately 23,000 members as well as 60 hiking and outing clubs representing an estimated 70,000 individuals. Since 1925, the Conference has coordinated private efforts to develop, maintain, and preserve the Appalachian Trail for the benefit of millions of Americans. For example, in 1989, more than 4,500 volunteers contributed more than 125,000 hours of labor throughout the range of the Trail on a great variety of projects, ranging from basic maintenance programs to complex land management projects.

On this occasion, and in behalf of the Appalachian Trail Conference, we wish to testify in support of FY'91 appropriations for **Appalachian Trail land acquisition** by the National Park Service and the U.S. Forest Service. For the reasons described below, we respectfully request an **FY'91** appropriation of **$15 million** for the **National Park Service** and **$4 million** for the **U.S. Forest Service.**

Resource Characteristics: The Appalachian Trail is a continuous, marked footpath that traverses the Appalachian mountain chain from Maine to Georgia for a distance of approximately **2,100 miles**.

Throughout its distance, the Trail provides a slender thread linking more than 200 communities and 60 public land areas in **14 states**, including **eight national forests** and **six units of the national park system.**

As a result, the Appalachian Trail provides **millions of visitors each year** opportunities to traverse and experience countless wild, scenic, and pastoral settings. It also affords an opportunity for continuous long-distance hiking that is unparalleled anywhere in the world.

In spite of the extraordinary diversity of natural, cultural, and scenic resources along the Trail, and the outstanding array of recreational experiences it affords, the Appalachian Trail is **an unusually fragile resource**. The continuity of the Trail can be shattered at any point along its 2,100-mile length. Incompatible development can significantly impact the experience of the Trail user within the relatively narrow protection corridor. The loss of even a single parcel of land can adversely affect many miles of the Trail.

Legislative History: Recognizing both the national significance and the unusual sensitivity of the Trail, Congress and the President enacted the National Trails System Act in 1968. The act designated the Appalachian Trail as one of the first national scenic trails and established a federal responsibility to protect the Trail, including the authority to acquire a permanent right-of-way. Regrettably, a relatively insignificant level of funding was authorized for this purpose, and even lesser amounts were actually appropriated.

In 1978, Congress enacted amendments to the 1968 act that significantly expanded federal responsibility for preserving the Trail and adjacent resources by providing: (1) authority to purchase lands and interests in lands for Trail-protection purposes, including the right to exercise eminent domain within a corridor averaging 125 acres per mile; (2) an expanded funding authorization; and (3) a mandate to the secretary of the interior to ensure substantial protection of the Trail within three complete fiscal years.

Appropriations Background: Since 1978, appropriations for the Appalachian Trail land acquisition programs of the National Park Service and U.S. Forest Service have been consistent and relatively favorable, although these levels have been generally below requested levels and well below the authorization ceiling of $30 million per year (see Illustration 1a). Total appropriations for the National Park Service program since FY'79 have been approximately $99 million. Total appropriations for the U.S. Forest Service program since FY'81 have been approximately $14 million.

Acquisition Progress: The Appalachian Trail protection program is now **94 percent complete!** Through FY'89, the **National Park Service** alone has protected **533 miles** of the Trail through the acquisition of more than **1,850 parcels** of land encompassing **81,977 acres** in 11 states (see Table 1). In addition, the National Park Service has enjoyed **100 percent obligation rates** in the Trail program in each of the past five years (see Illustration 1b). Similarly, the **U.S. Forest Service** has protected an additional **119 miles** since 1978, while the **states** have protected more than **113 miles**.

This remarkable progress has continued in FY'90. In the first four months of this fiscal year, for example, the **National Park Service has obligated all of the $7 million appropriated for FY'90,** while the U.S. Forest Service has obligated approximately 50 percent of the $3 million appropriated for its Trail program in FY'90.

Over all, more than **1,959 miles** of the Appalachian Trail are now permanently **protected** on public lands.

Funding Requirements: As of January 30, 1990, **only 150 miles** of the Appalachian Trail are **unprotected** through public ownership. However, protection of remaining Trail segments will require the acquisition of approximately 34,378 acres of land, including 18,039 acres in the National Park Service program, and 10,122 acres in the U.S. Forest Service program.

The cost of these remaining acquisitions is increasing at an alarming rate. This phenomenon is particularly acute with respect to the National Park Service program and can be illustrated graphically. Illustration 2a indicates the number of acres that have remained in the NPS program in each of the past four fiscal years, FY'87 through FY'90. This pattern illustrates that the National Park Service has been steadily reducing the program by approximately ten percent per year. However, Illustration 2b indicates the per acre costs that we have projected for the balance of the program in each of those same years. Projected average costs per acre have increased from less than $1,200 in FY'87 to approximately $4,200 in FY'90.

In order to illustrate the impact of these trends on the future of the program, **two alternative programs**, based on different funding levels, are included here in both graphic and tabular form. Table 2 indicates projected dynamics of the National Park Service Appalachian Trail program assuming a **constant funding** level of $7 million per year. At that funding rate, we estimate that the total remaining program could cost more than **$48 million** and require more than six years to complete. In contrast, Table 3 reflects an alternative future, based on an **accelerated appropriation rate** of $15 million in FY'91 and FY'92. With such an increase, we are projecting that the total National Park Service program could be completed in three years, or by FY'93, at a cost of approximately **$38 million**—$10 million less than the above scenario. Program characteristics associated with each of these two funding scenarios are also represented graphically in Illustration 3.

Although real-estate cost escalation has not been as dramatic in the U.S. Forest Service program, we believe an accelerated appropriations rate for this program is also desirable. Table 4 indicates that an annual funding level of $4 million would permit program completion within three years, or by FY'93.

Appropriations Request: In view of the above projections, and the existence of continuing threats to the continuity of the Trail and adjacent resources, we believe a substantial increase in appropriation levels for the Appalachian Trail programs of the National Park Service and U.S. Forest Service represents both sound national resource policy and sound fiscal policy.

In behalf of the Appalachian Trail Conference, we request the following appropriation levels for Appalachian Trail land acquisition by the National Park Service and the U.S. Forest Service:

- **National Park Service**: An FY91 appropriation of **$15 million** for the acquisition of an estimated **4,220 acres** in 11 states. (For further details, see Table 3).
- **U.S. Forest Service**: An FY91 appropriation of **$4 million** for the acquisition of additional right-of-way and corridor properties, totaling approximately **3,466 acres**, in eight national forests. (For further details, see Table 4).

Respectfully,

David N. Startzell

Margaret C. Drummond

David N. Startzell
Executive Director

Margaret C. Drummond
Chairman, Board of Managers

Table 1

APPALACHIAN TRAIL PROTECTION PROGRAM

National Park Service

Status of Program by State

(March 1, 1978 thru December 30, 1989)

STATE	Total			Protected			Protection Pending		
	Miles	Acres	Tracts	Miles	Acres	Tracts	Miles*	Acres	Tracts
Maine	175.6	30,948	112	131.5	22,868	88	44.1	8,080	24
New Hampshire	45.1	7,884	121	42.7	7,440	107	2.4	444	14
Vermont	50.1	6,590	201	46.2	5,449	157	3.9	1,141	44
Massachusetts	31.0	5,833	161	25.2	4,326	111	5.8	1,507	50
Connecticut	35.3	6,884	130	31.3	5,729	90	4.0	1,155	40
New York	57.1	8,215	254	56.4	7,301	181	0.7	914	73
New Jersey	25.4	620	69	0.0	271	20	0.0	349	49
Pennsylvania	102.7	13,092	609	89.0	11,621	524	10.6	1,471	85
Maryland	5.5	1,284	79	0.1	6	1	3.9	1,278	78
Virginia	207.8	15,604	535	86.9	13,989	458	6.1	1,615	77
West Virginia	25.0	3,062	123	24.3	2,977	116	0.7	85	7
Total	**760.6**	**100,016**	**2,394**	**533.6**	**81,977**	**1,853**	**82.2**	**18,039**	**541**

* Includes 45.89 miles in pending condemnation actions.

APPALACHIAN TRAIL PROTECTION PROGRAM
NATIONAL PARK SERVICE

Illustration 1a

APPROPRIATION LEVELS VS. REQUESTED LEVELS

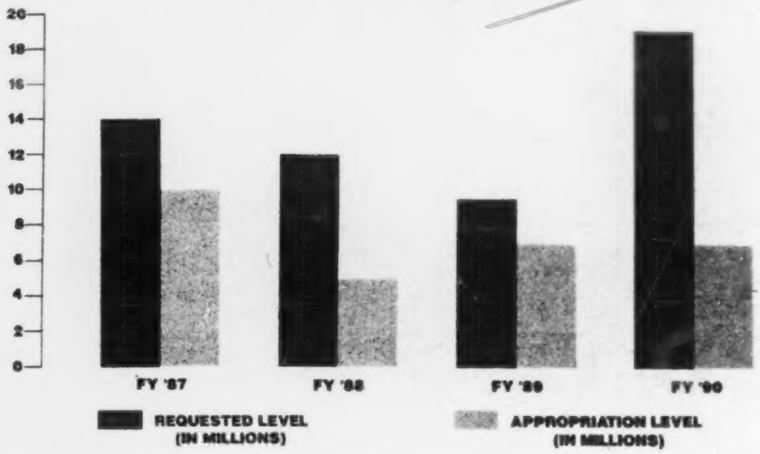
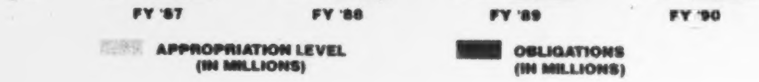


Illustration 1b

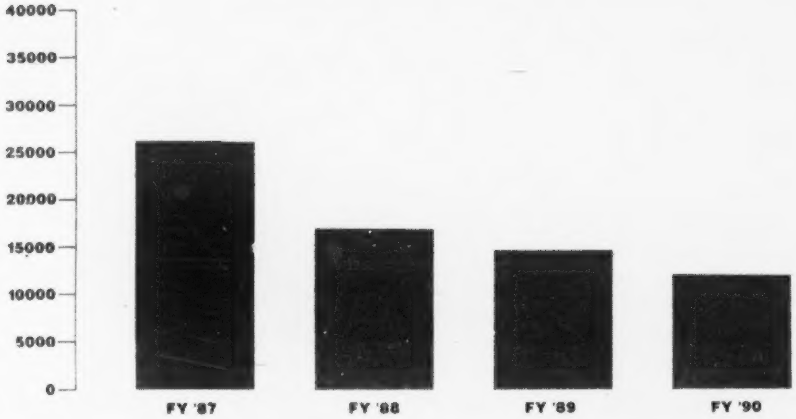
APPROPRIATION LEVELS VS. OBLIGATION RATES



APPALACHIAN TRAIL PROTECTION PROGRAM
NATIONAL PARK SERVICE

Illustration 2a

ACRES REMAINING TO COMPLETE PROGRAM



ESTIMATED PER ACRE COST TO COMPLETE PROGRAM

Illustration 2b

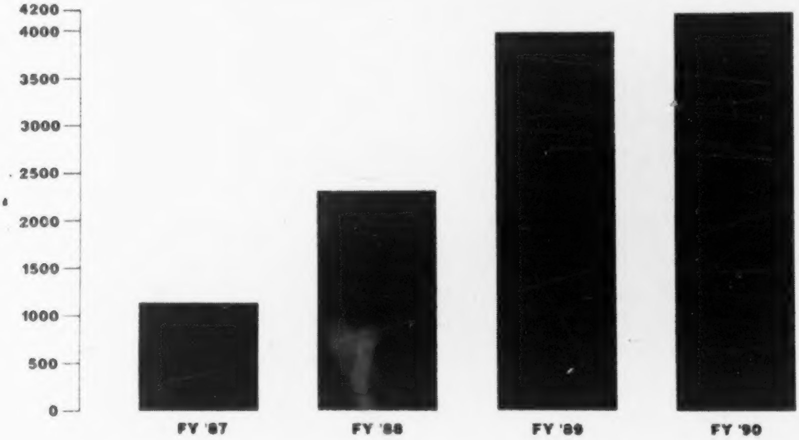


Table 2

APPALACHIAN TRAIL PROTECTION PROGRAM

National Park Service

Funding Required to Complete Program

Constant Appropriation Rate (Administration Request)

(@ $7 million/year)

	Balance of Program		Fiscal 1990		Fiscal 1991		Fiscal 1992		Fiscal 1993		Fiscal 1994		Fiscal 1995		After 1995	
STATE	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars
Maine	2,606	6,040,000	302	700,000	302	700,000	302	700,000	313	725,000	345	800,000	388	900,000	654	1,515,000
New Hampshire	444	787,000	113	200,000	113	200,000	113	200,000	105	187,000	0	0	0	0	0	0
Vermont	1,132	3,302,000	171	500,000	223	650,000	240	700,000	240	700,000	258	752,000	0	0	0	0
Massachusetts	1,298	8,930,000	102	700,000	109	750,000	116	800,000	131	900,000	141	968,000	206	1,418,000	493	3,394,000
Connecticut	1,312	8,988,000	102	700,000	102	700,000	106	725,000	131	900,000	139	950,000	206	1,412,000	526	3,601,000
New York	806	6,435,000	94	750,000	111	886,000	100	800,000	109	873,000	119	950,000	150	1,200,000	122	976,000
New Jersey	359	3,310,000	76	700,000	76	700,000	76	700,000	76	700,000	55	510,000	0	0	0	0
Pennsylvania	1,049	3,194,000	394	1,200,000	233	709,000	238	725,000	115	350,000	69	210,000	0	0	0	0
Maryland	1,277	4,985,000	64	250,000	128	500,000	128	500,000	134	525,000	179	700,000	211	820,000	433	1,690,000
Virginia	1,716	4,916,000	262	750,000	227	650,000	227	650,000	223	640,000	230	660,000	262	750,000	285	816,000
West Virginia	42	105,000	20	50,000	22	55,000	0	0	0	0	0	0	0	0	0	0
Total	**12,040**	**50,992,000**	**1,700**	**6,500,000**	**1,646**	**6,500,000**	**1,646**	**6,500,000**	**1,577**	**6,500,000**	**1,535**	**6,500,000**	**1,423**	**6,500,000**	**2,513**	**11,992,00**
Boundary Survey		4,798,000		500,000		500,000		500,000		500,000		500,000		500,000		1,798,000
Grand Total		55,790,000		7,000,000		7,000,000		7,000,000		7,000,000		7,000,000		7,000,000		13,790,000

Table 3

APPALACHIAN TRAIL PROTECTION PROGRAM

National Park Service

Funding Required to Complete Program

Accelerated Appropriation Rate (ATC Request)

STATE	Balance of Program		Fiscal 1990		Fiscal 1991		Fiscal 1992		After 1992	
	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars
Maine	2,606	5,109,000	302	700,000	887	1,700,000	966	1,864,000		
New Hampshire	444	750,000	113	200,000	221	350,000	110	200,000	451	845,000
Vermont	1,131	3,020,000	171	500,000	428	1,100,000	532	1,420,000	0	0
Massachusetts	1,298	6,348,000	102	700,000	430	2,000,000	428	2,000,000	0	0
Connecticut	1,312	6,122,000	102	700,000	556	2,400,000	514	2,100,000	338	1,648,000
New York	804	4,874,000	94	750,000	360	2,100,000	350	2,024,000	140	922,000
New Jersey	358	3,020,000	76	700,000	148	1,200,000	134	1,120,000	0	0
Pennsylvania	1,049	3,067,000	394	1,200,000	380	1,095,000	275	772,000	0	0
Maryland	1,278	4,096,000	64	250,000	264	800,000	374	1,200,000	0	0
Virginia	1,717	4,240,000	262	750,000	523	1,200,000	533	1,300,000	576	1,846,000
West Virginia	43	105,000	20	50,000	23	55,000	0	0	399	990,000
Total	12,040	40,751,000	1,700	6,500,000	4,220	14,000,000	4,216	14,000,000	0	0
									1,904	6,251,000
Boundary Survey		4,798,000		500,000		1,000,000		1,000,000	3,298,000	2,298,000
Grand Total		45,549,000		7,000,000		15,000,000		15,000,000	3,299,904	8,549,000

Table 4

			APPALACHIAN TRAIL PROTECTION PROGRAM							
			U.S. Forest Service							
			Funding Required to Complete Program							
			ATC Request							
FOREST	Balance of Program		Fiscal 1990		Fiscal 1991		Fiscal 1992		After 1992	
	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars	Acres	Dollars
White Mtn. (N.H.)	1,765	482,000	–	–	854	171,000	1	7,000	910	304,000
Green Mtn. (Vt.)	689	825,000	418	510,000	57	162,000	214	153,000	–	–
George Washington (Va.)	1,511	2,076,950	145	198,950	218	300,000	364	500,000	784	1,078,000
Jefferson (Va.)	2,411	2,562,800	587	624,057	533	567,000	659	700,000	632	671,743
Nantahala/Pisgah (N.C.)	2,744	3,909,900	224	319,900	1,053	1,500,000	1,081	1,540,000	386	550,000
Cherokee (Tenn.)	2,196	3,047,500	716	993,700	630	875,000	793	1,100,000	57	78,800
Chattahoochee (Ga.)	227	799,750	106	374,750	121	425,000	–	–	–	–
Grand Total	**11,543**	**13,703,900**	**2,196**	**3,021,357**	**3,466**	**4,000,000**	**3,112**	**4,000,000**	**2,769**	**2,682,543**

APPALACHIAN TRAIL PROTECTION PROGRAM
NATIONAL PARK SERVICE

COMPARISON OF APPROPRIATION LEVELS

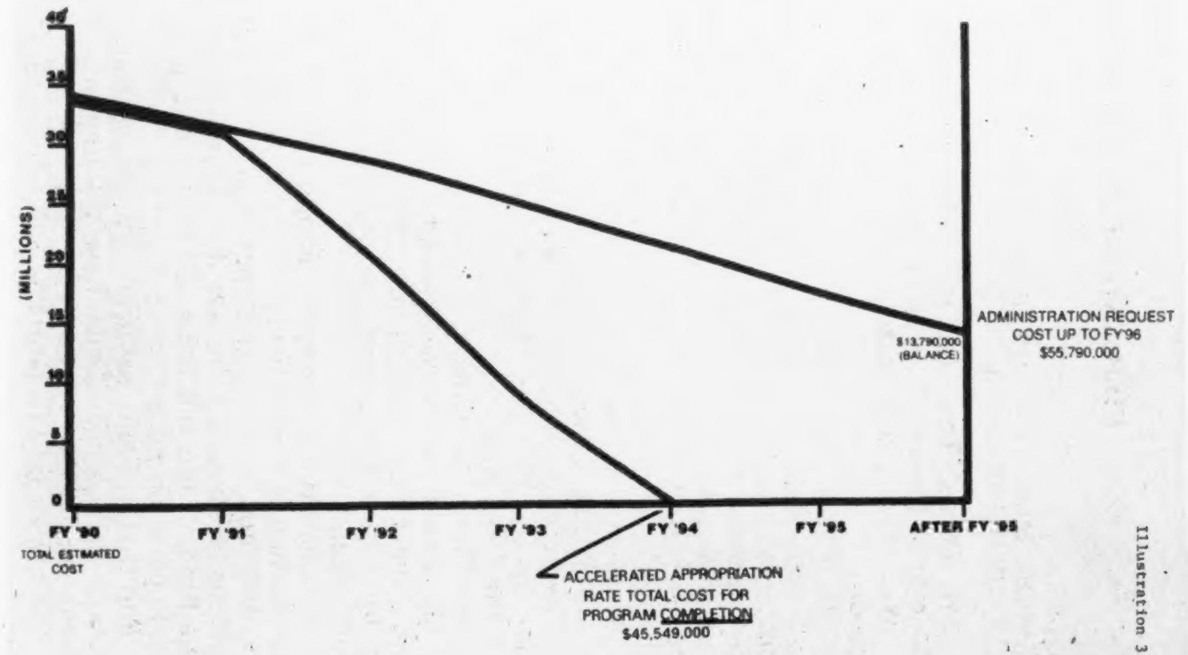


Illustration 3

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE

WITNESSS

GINGER MERCHANT MEESE, EXECUTIVE VICE PRESIDENT, NATIONAL WILDLIFE REFUGE ASSOCIATION

Mr. DICKS. The National Wildlife Refuge Association, Ginger Merchant Meese? It's nice to have you here.

We will put your statement in the record and now you may proceed.

Ms. MEESE. Thank you, Chairman Dicks.

I wish, first, to describe briefly the Association. It's a membership organization dedicated to the protection and preservation of the national wildlife refuge system.

I wish also to thank you and the committee for ensuring increased funding for refuges, and personally for me in particular, the red wolf recovery in previous years.

Mr. DICKS. We worked very hard on that.

Ms. MEESE. I recognize that you have, sir.

The recommendations of the National Wildlife Refuge Association for the Fish and Wildlife Service 1991 budget are summarized on the front page.

Mr. DICKS. All right.

Ms. MEESE. We're recommending substantial increases for refuge operations and maintenance, for construction, for the land and water conservation fund, and full funding for the national wildlife refuge fund.

For operations, our recommendation is $112 million in 1991. The association is very concerned over the continual erosion of the base funding and staff for the operation of the national wildlife refuge system. Although Congress has appropriated increased amounts, the funding has not been adequate to keep pace with the system's real operation needs.

For that reason, we are very strongly opposed to the proposed cuts in refuge operations, base funding, and FTEs; namely, 15 for fiscal year 1991.

We specifically recommend $20 million above the 1990 appropriation for operations, and our testimony on page 2 outlines some of our major concerns there. The one that I would like to address at this point is the cultural resources recovery, which requires a $335,000 enhancement for the Malheur and Stillwater national wildlife refuges. The Malheur refuge is particularly important; the money is needed to maintain one staff position, archeological inventory evaluation, and protection from vandalism, which has been a very real problem of the National Register eligible site. This is a particularly rich archeological find and remarkable Native culture that was previously unknown in eastern Oregon and has been exposed by flooding in the area.

Then, for maintenance, we recommend $44 million total. That, I'm sure, has already been covered today. For construction, we recommend an increase of approximately $13 million.

Again, I would like to highlight a few of our particular priorities and concerns.

The Merced refuge in California's Central Valley is to receive water allocated by a recent court ruling, but it has no funding to construct the internal water delivery system that it needs to utilize the water. The enhancement needed there is $250,000.

The migratory bird—Bear River migratory bird refuge in Utah, which was totally flooded and the facilities destroyed when the Great Salt Lake rose, also needs to be restored. The initial restoration cost over a four-year period is approximately $4 million. This includes cleanup, repair of water control structures and dikes to regain management or ability to manage the refuge and protect it from further damage.

This organization and others are seeking funding in fiscal year 1990 for Bear River either through an urgent supplement or reprogramming, but money will also be needed in fiscal year 1991.

Public use and environmental education are very important aspects of national wildlife refuges. There are two projects in particular I'd like to mention: Grays Harbor National Wildlife Refuge in Washington, with which I'm sure you're familiar——

Mr. DICKS. Very familiar.

Ms. MEESE. In fact, if you don't already have it, I did bring the booklet on the development plans with me. The figure needed there is $2.5 million.

The other particularly important refuge construction building that is needed is for the Tinicum National Environmental Center in Philadelphia. Five million is needed for a headquarters environmental education building. This refuge, although intended to be a national environmental center, has made do for almost two decades with stop-gap measures. It has tremendous potential, but needs additional facilities.

Mr. DICKS. The last two items I think we have covered pretty well, and you're time has just about expired. Do you want to make a summary comment?

Ms. MEESE. I'll be happy to.

We've summarized the land and water conservation recommendations on the last page of our testimony. Quickly, the total amount we would hope to see would be $100 million, and we specifically request $37.5 million for 12 projects that have no funding requested for them. One, I draw your attention to, is Ridgefield in Washington, and then we also would draw your attention to the need to increase the in-holding account which facilitates the conflict resolution and management.

Thank you.

Mr. DICKS. Thank you very much. We appreciate that.

[The prepared statement of Ms. Ginger Merchant Meese follows:]

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Statement of
GINGER MERCHANT MEESE, EXECUTIVE VICE-PRESIDENT,
NATIONAL WILDLIFE REFUGE ASSOCIATION
Before the
HOUSE APPROPRIATIONS SUBCOMMITTEE FOR INTERIOR AND RELATED
AGENCIES RE: FY91 APPROPRIATIONS FOR
THE U.S. FISH AND WILDLIFE SERVICE
March 7, 1990

Mr. Chairman and Members of the Subcommittee: The National Wildlife Refuge Association (NWRA) is a non-profit, membership organization dedicated to the preservation and perpetuation of the National Wildlife Refuge System. On behalf of our membership, I wish to thank you and your committee for ensuring increased funding for refuge operations, maintenance and land acquisition in FY 90 and in previous years. I thank you also for this opportunity to present NWRA's views on aspects of the Fish and Wildlife Service (FWS) FY91 budget request pertaining to the national wildlife refuges.

SUMMARY of **NWRA RECOMMENDATIONS/FWS**:FY91

Refuges and Wildlife/Refuge Operations and Maintenance: appropriation of $157 million

Operations: appropriation of $112 million ($20 million above the FY 90 level for high priority projects on existing/new refuges and endangered species work on refuges.) Specific NWRA recommendations are listed behind.

Maintenance: appropriation of $44 million ($10 million above the FY90 level in view of the refuge maintenance backlog of $234 million)

Construction: enhancement of approx. $13 million
* appropriation of $4 million (enhancement of $2 million) for acquisition of water for Stillwater NWR;
* enhancement of $250K for Merced NWR, Central Valley, CA for an internal water delivery system;
* enhancement of approximately $1.2 million for restoration of the Bear River Migratory Bird Refuge, Utah; and
* enhancement of $7.5 million for Grays Harbor NWR (visitor center) and Tinicum NEC (headquarters/env. ed. bldg.).

Land and Water Conservation Fund: appropriation of $100 million for Fish and Wildlife Service, including $37.5 million above the Administration's request for twelve refuge land aquisition projects (listed behind) and $3 million for "inholdings".

National Wildlife Refuge Fund: full funding/appropriation of $13.3 million.

Dedicated to the preservation and perpetuation of the National Wildlife Refuge System

REFUGES AND WILDLIFE: OPERATIONS AND MAINTENANCE ($157 million)
Operations: (FY91 recommendation/$112 million)
NWRA is very concerned over the continual erosion of the base funding and staff for operation of the National Wildlife Refuge System. Congress has enhanced refuge operational funding in previous years ($5.7 million in FY90). Funding, however, has not been adequate to keep pace with the System's real operational needs which, although not adequately documented, are known to be continually growing with the expansion of refuges, addition of new refuges and FmHA lands, off-Service land initiatives and inflation.

NWRA is, therefore, strongly opposed to the Administration's proposed FY91 reductions in base funding ($2.808) and FTEs (15) for refuge operations. We recommend instead an enhancement of $20 million above the FY90 appropriation ($91.8 million) for the highest priority projects on existing and new refuges, and for endangered species recovery work on refuges. Specific needs of which we are now aware and support include:

California Water Costs ($520K)
Operational budgets have not kept pace with the increasing water purchase and delivery costs (more than doubled since FY87) for the Central Valley refuges that protect crucial wetland habitats for migratory birds in the Pacific Flyway. The Administration's requested increase of $480K under its America the Beautiful/wetlands initiative/refuge operations for the Central Valley refuges falls approximately $40K short of the funding necessary to address these rising water costs. NWRA, therefore, recommends the full funding necessary-an FY91 increase of $520K for California water costs. (Also, the review and protection of water rights on CA refuges requiring additional staff and funding does not appear to be included in the ($320K) requested for SW states. NWRA recommends review of the water issue related needs of western-state refuges.)

Cultural Resources Recovery ($335K)
An enhancement ($260K) is necessary to continue one staff position, archeological inventory and protection from vandalism of the National Register eligible sites exposed by flooding on Malheur NWR, OR. This native culture was previously unknown in eastern Oregon. (Stillwater NWR (NV) needs an enhancement of $75K to ensure long-term protection and interpretation of its similarly exposed archeological resources.)

Hawaiian and Puerto Rican/Virgin Island Refuges ($ 3.3 million)
The Natural Resources Defense Council estimates $3.3 million additional is needed to bring the Hawaiian ($2.2) and Puerto Rican/Virgin Island ($1.1) refuges with particular endangered species and feral animal management needs up to optimal operational levels.

Endangered Species/recovery work on refuges ($10-15 million)
NWRA supports substantially increased funding for endangered species work on the more than 200 refuges with such species in order to promote recovery and alleviate the drain on refuge operational and maintenance funds for high priority projects.

Maintenance: (FY91 recommendation/$44 million)
A tremendous refuge maintenance (structures, equipment, etc.) backlog of $234 million was documented by FWS in 1989. Of the 452 refuges surveyed, 40 have maintenance deficiencies of over $1 million and almost 150 have deficiencies over $100K. As industry knows it is more cost-effective to maintain physical structures and equipment than not. Refuge maintenance is essential to water control and habitat management and for safe and meaningful visitor use. NWRA recommends that the proposed increase for refuge maintenance is inadequate in view of the backlog which already exists, and recommends an increase of $10 million over the FY90 appropriation of $34 million.

CONSTRUCTION (FY91 recommended increase of approx. $13 million)
California Water: ($4.25 million)
1) In passed years, funding for water acquisition for Stillwater NWR was provided in the Construction account. For FY91, $2 million is requested under refuge operations. NWRA recommends an appropriation of $4 million (under Construction) in view of the need, availability and cost-effectiveness of prompt acquisition .

2) The Merced NWR in California's Central Valley is to receive water obligated by a recent court ruling, but no funding is requested for the construction of the internal delivery system needed to utilize the water. An enhancement of $250k is needed.

Bear River Migratory Bird Refuge Restoration, Utah:
With the recession of the flood waters of the Great Salt Lake, the Bear River Migratory Bird Refuge (a crown jewel of the Refuge System) should be restored. Initial restoration funding (cleanup, assessment, water control and dike repair) required to restore management capability and visitor access is $4.004 million over four years. Some funding is being sought for FY90 through an urgent supplemental and/or reprogramming. Additional funding will be needed in FY91. The total FY90-91 need is $1.69 million.

Public Use/Environmental Education: ($7.5 million)
1) Grays Harbor NWR (WA)/ planning for the congressionally mandated visitor center will be completed in 1990 and $2.5 million is needed for construction of the center and exhibits.

2) Tinicum NEC/$5 million is needed for a headquarters/environmental education building for this "national environmental center" located in Philadelphia. Education is a presidential priority and an important function of national wildlife refuges--natural outdoor classrooms. Tinicum's staff have valiantly pursued the NEC's congressionally mandated educational function through stopgap measures for almost two decades.

REFUGE REVENUE SHARING FUND (FY91 recommendation $13.3 million)
Full funding is important to resolve the problem of growing opposition by counties to new refuges within their borders as a consequence of shortfalls in payments from the Fund. Full funding requires only a modest increase ($4.3 million) above the request.

LAND AND WATER CONSERVATION FUND

NWRA supports the Fish and Wildlife Service projects for which LWCF appropriations are requested (e.g. Tinicum NEC, Alligator River NWR, Aransas NWR, Bear Valley NWR, Chincoteague NWR, Cypress Creek NWR, Klamath Forest NWR, Lower Rio Grande Valley NWR, Minnesota Valley NWR, Rachel Carson NWR, San Francisco Bay NWR, Sacramento River NWR and others).

NWRA recommends that total funding for Service projects be increased to $100 million and include a substantial number of the land acquisition needs of the National Wildlife Refuge System identified in the Land and Water Conservation Fund: Conservation Alternative for FY91.

In particular, NWRA supports $37.5 million additional in LWCF appropriations for the following high priority acquisition projects for which funding was not requested:

Project / Justification	($ millions)
Animas*, TX (diversity, endangered species)	8.5
Arivaca Creek/ addition to Buenos Aires, AZ (desert riparian corridor, rare & endangered sp.)	3.6
Attwater Prairie Chicken, TX (endangered species)	6.7
Great Meadows, MA (wetlands, migratory birds)	2.5
Kofa, AZ (inholdings, mining claims)	1.5
Oregon Coast, OR (wetlands, endangered species)	2
Pahranagat Valley, NV (endangered species)	.5
Pelican Island, FL (wetlands, endangered species)	3
Red Rock Lakes, MT (trumpter swan, inholdings, etc.)	2
Ridgefield, WA (riverine habitat, wetlands)	1.2
Sea Turtle Beach, FL (endangered species)	5
Tensas River, LA (bottomland hardwood, endangered sp.)	1
Total	$37.5

[*In anticipation of the introduction of authorizing legislation. Otherwise, another project may be substituted.]

Further, we recommend appropriation of $3 million ($1.5 increase) for the "inholding account" in view of the large acreage (approx. 500,000) of inholdings within the National Wildlife Refuge System which should be acquired as opportunities arise. Potential purchases of 16,000 acres have already been identified. The purchase of inholdings facilitates conflict resolution and management on established national wildlife refuges.

Thank you for your attention to our views. I am happy to answer any questions that you or members of the Subcommittee may have today or in the future.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESS

CHRISTOPHER C. HERMAN, THE COMMITTEE OF 100 ON THE FEDERAL CITY

Mr. DICKS. Christopher Herman, the Committee of 100 on the Federal City? Mr. Herman, we'll put your statement in the record and you may summarize and proceed as you wish.

Mr. HERMAN. Thank you. I'll just take a few minutes.

Mr. DICKS. All right.

Mr. HERMAN. The Committee of 100 is the oldest citizens' planning organization in Washington. It has been involved now for 50, 60 decades in the protection and enhancement of the park resources of the national capital.

The committee would like to support the appropriation for the National Capital Region of the National Park Service, and we'd like to urge your support for four actions specifically.

First, the preparation of park management plans by the National Capital Region: we're faced here with a lot of pressure on the open spaces in the national capital, in our own backyard. These park management plans have not been developed on the rationale that work done by the NCPC is the substantive equivalent. We strongly disagree. They do not—they are not equivalent functionally, substantively, or procedurally with what is required under the law.

Second, we would like to support the acquisition of the Washington, D.C. portion of the Georgetown branch of the C&O Railroad. I think you will have heard about this separately, and that is something that is of great value and use to the city.

Mr. DICKS. Right.

Mr. HERMAN. Related to that, but on the other side of town, the Federal Government over the years has put literally millions of dollars into park improvement in the Northwest, and the Southeast has been neglected. Anacostia Park is under real threat from a variety of non-park-related developments. We propose, as a gesture and because it's worthwhile in its own right, that a modest appropriation for Kenilworth Park and Aquatic Garden Development Concept Plan be made to make the point, among other things, that the Southeast—Anacostia Park, the sister park to Potomac Park, is every bit as valuable as Potomac Park.

Lastly, we support a documentation program for the National Capital Region which has many historic parks to it.

Thank you very much.

Mr. DICKS. Thank you. It was an excellent statement. We appreciate your succinct presentation.

[The prepared statement of Mr. Christopher Herman follows:]

COMMITTEE OF 100 ON THE FEDERAL CITY
THE YOST HOUSE, 1002 PENNSYLVANIA AVENUE, S.E., WASHINGTON, D.C. 20003

FOUNDED 1923

STATEMENT BEFORE THE SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES, COMMITTEE ON APPROPRIATIONS, U.S. HOUSE OF REPRESENTATIVES, MARCH 7, 1990.

Mr. Chairman, my name is Christopher C. Herman. I am pleased to present testimony today on behalf of the Committee of 100 on the Federal City on the subject of appropriations for the Department of the Interior and related agencies. Thank you for the opportunity to comment.

The Committee of 100 is the oldest citizens planning organization in Washington, D.C. Founded in 1923, it was instrumental in gaining public support to realize plans for parks in the national capital based on the Congressionally-inspired McMillan report of 1902.

The Committee would like to support proposed appropriations for the National Capitol Region of the National Park Service. As the metropolitan Washington area continues to grow, open space is rapidly disappearing. Maintaining and building on our heritage of National Capitol parks and other Federal open space is of vital importance. Congressional leadership in this effort is needed--to set an example of park stewardship in a region experiencing tremendous pressures to convert park and open space to other uses.

The Committee of 100 urges your support for four actions:

o Funding and directing the preparation of park management plans by the National Capital Region of the National Park Service as mandated by Section 12 of the Act of August 18, 1970, P.L. 91-383 and pursuant to the National Park Service's own guidelines. (Estimated Cost: approx. $250,000) Contrary to NPS arguments, the Open Space element of the N.C.P.C. comprehensive plan is not equivalent--functionally, substantively, or procedurally--to this requirement of law. Such plans are vital to maintaining and building on our Federal park heritage.

o Support for the Chesapeake and Ohio Canal National Historic Park by funding acquisition of the Washington, D.C., portion of the Georgetown Branch of the C and O Railroad for a hiker/biker trail (Estimated cost: approx. $7,000,000). This is a key element of the Capital Crescent Trail, an important, imaginative and innovative proposal of major long-term benefit to the area.

o Enhancing Anacostia Park and related open spaces by funding implementation of the Kenilworth Park and Aquatic Garden Development Concept Plan (Estimated cost: approx. $275,000). This modest expenditure would bring much-needed attention to the unique aquatic and recreational values of Anacostia Park, the neglected sister park (in the McMillan Plan of F.L. Olmsted, Jr.) of the Potomac Parks and Rock Creek Park. These values, if not safeguarded, could be permanently lost due to major proposed non-park developments in the park.

o Support for a HABS/HAER documentation program for National Capital Region properties, e.g., sites and structures associated with L'Enfant Plan, Fort Washington, Rock Creek Park, Antietam Battefield. (Estimated cost: approx. $30,000 per year).

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESS

ANDREW CLARKE, GOVERNMENT RELATIONS DIRECTOR, LEAGUE OF AMERICAN WHEELMEN

Mr. DICKS. The League of American Wheelmen, Andy Clarke?

Andy, we'll put your statement in the record, and you may summarize. Proceed.

Mr. CLARKE. Thanks very much. I'm the government relations director for the League of American Wheelmen. We're celebrating our 110th anniversary this year. We were famous in the 1890s for paving roads, and now we're trying to regain our place on them and also to encourage the development of trails.

Since I testified here last year, and for the same program, the Rivers and Trails Conservation Assistance Program, our own membership has grown by 3,000. The total number of cyclists in the United States has risen to 90 million. The number of regular—that is, once a week or more—adult cyclists has gone up 3 million to more than 23 million, and mountain bikes or all-terrain bikes are really the latest phenomenon. They account for roughly half of all bicycle sales in total, and there are now more than 11.5 million people using mountain bikes. So the tremendous popularity of bicycling has continued.

So have some of the problems. Road abandonments continue at an alarming rates. Opportunities are being lost because there is not enough work being done to preserve those corridors.

The pressure for trails is causing bicyclists to be banned in certain places. California, Michigan, and Pennsylvania have all adopted very strict policies regarding bicycle use of trails. Washington is one of the best as far as the State parks go.

Mr. DICKS. Good.

Mr. CLARKE. And there is still conflict between user groups at the local level. Many of these problems are being dealt with head-on by the Park Service program, the rivers and trails program.

In the written testimony—I would just highlight a couple of the examples. On the second page, the trail directory is a glorious publication which gives an excellent guide to opportunities for trail use and explaining what facilities are there, what users are welcome and which are not. That helps us know where to go.

The second one is the seminar series done with the Rails to Trails Conservancy. I was lucky enough to go to one of their seminars, and the level of excitement at that was probably the highest I've experienced at a conference of that kind. There is a phenomenal interest in trail development and conversion.

More exciting still are the programs that are planned for next year, assuming funding is granted or appropriated by this committee. Again, just to highlight a couple of the ones that I mentioned on page 3:

Integrating trail planning into statewide outdoor recreational planning seems an imminently sensible thing to do, but the mechanism doesn't really exist. The program staff are working on two models in Vermont and Washington to achieve that.

Also, an area which has largely been neglected, trail corridor opportunities in metropolitan areas, has tremendous interest for us as we are both recreational and utilitarian cyclists.

So, we really do believe the program is valuable and we like it. Many very good opportunities are developing. Last year the program was funded by the committee. This year we're asking for a bit more, just over $6 million. That reflects the tremendous interest in the regions for the technical assistance which the staff is able to give. That is explained more fully in the written testimony.

Mr. DICKS. Good. Thank you very much.

Mr. CLARKE. That's all I have, thank you.

Mr. DICKS. We appreciate it. I'm glad to hear Washington State is doing well.

Mr. CLARKE. I wish everyone was.

[The prepared statement of Mr. Andrew Clarke follows:]

LEAGUE OF AMERICAN WHEELMEN
SUITE 209, 6707 WHITESTONE ROAD, BALTIMORE, MD 21207 (301) 944-3399

Testimony to the House Appropriations Committee
Interior Sub-committee
River and Trail Assistance Program, FY 1991

Presented by Andrew Clarke
on behalf of the
League of American Wheelmen

Thank you for giving us the opportunity to testify before the committee on this important element of the FY 1991 National Park Service budget. We request your committee re-instate funding for the Rivers and Trails program, which is a part of the National Recreation and Preservation account of the NPS budget, and increase the appropriation made at this time last year from $3.86 million to $6.06 million.

The League of American Wheelmen is the national organization of bicyclists founded in 1880 to advance and defend the rights and interests of bicyclists. We have 20,000 members and 500 affiliated clubs nationwide, with a total combined membership of more than 150,000 regular bicyclists.

The dramatic rise in the popularity of bicycling shows no sign of abating as we enter the 1990s. There are:

90 million bicyclists in the U.S.
23 million adults riding regularly (more than once a week)
3.2 million bicycle commuters
11 million all-terrain bicycle users
10 million new bicycles sold annually

Bicycling is an important means of transportation and recreation for a growing number of Americans, and we believe this is a very welcome development. It means a fitter and healthier population that has found a uniquely enjoyable way of sampling the delights of the American countryside and outdoors. Potentially, bicycling can play a major role in relieving transportation headaches such as pollution, congestion and energy waste.

In the fall of 1989 the leaders of the bicycle community -- industry, media, government and consumer organizations -- met to determine what has to happen to sustain this growth in bicycling. The unanimous answer was:

People need safe places to ride

THE NATIONAL ORGANIZATION OF BICYCLISTS, FOUNDED 1880

Trails provide just that. They are not the only answer as they cannot fulfill all the needs of bicyclists, but the growth in trail opportunities has played a substantial role in attracting people to bicycling. The continued development and improvement of trails and publication of riding opportunities is crucial.

There are many public agencies and private organizations involved in trail work of this kind. The River and Trail Conservation Assistance program of the National Park Service stands out as being one of the most constructive and valuable assets both in its own right, and as a resource for others.

For example:

> **Mid Atlantic Region Trail Directory:** A comprehensive listing of trail opportunities in the mid-atlantic region. This received widespread praise from trail advocates and users and will be terrific value to bicyclists looking for safe and attractive places to ride
>
> **Seminar Series:** Many trail opportunities are lost because government officials and private organizations do not how to deal with railway abandonment and other procedures. The series developed with the Rails to Trails Conservancy has educated countless people into this art, and the reward will be a greater number of successful conversions in years to come. This benefits all trail users.
>
> **Trails Agenda Task Force:** The continued cooperation of various trail user groups and land managers is just one vital spin-off benefit to this remarkable effort to develop a national plan for trail development.
>
> **Coordination role:** Key to the successful projects in which the program has been involved is the ability of the Park Service to mediate and coordinate the efforts of many jurisdictions and groups. This is notoriously difficult to achieve and yet has been replicated in communities and trails across the country.
>
> **Practical advice, example and publications:** More than 80 individual projects (10 statewide assessments of rivers and trails; 55 river or trail corridor projects; 15 publications) were completed during 1989. More than 200 requests for assistance in 1990 were received, and this is likely to exceed 300 for 1991.

It seems inconceivable that the reward for this excellent work is zero funding, yet again, in the President's budget. Here is a practical, cost-effective and very successful program, popular with local government and constituents, costing an insignificant amount in overall budgetary terms being cut on the grounds of fiscal responsibility.

Fiscal responsibility means directing resources where they are most needed and best used in a changing world. The demand for active outdoor recreation is booming and is socially and environmentally desirable. It deserves to be encouraged, and can be without massive government expenditure. Now is not the time to allow a program like this to be cut.

The program does not deserve continued funding simply because of its past record. Despite the annual threat of abolition continuity within the program has been achieved and clear, valuable goals for a 1991 program are identifiable.

Further program of seminars with the Rails to Trails Conservancy. This program could be further expanded to more fully encompass state and regional trail advocates and officials dealing with trail access, development, maintenance and enforcement.

Interstate and Integrated trail development: only planning with other federal agencies, states and the non-profit sector will achieve an integrated national system of trails. Work will begin with six mid-Atlantic states to build on the inventory recently completed.

Provide model on integrating trail planning into SCORP. Both Vermont and Washington are working on a process to fully integrate state trail planning into the required Statewide Comprehensive Outdoor Recreation Planning process. We strongly recommend this approach, and hope full recognition of the needs and interests of bicyclists will be incorporated.

Provide model for metropolitan area corridor planning. Tremendous trail opportunities -- and millions of potential trail users -- lie untapped in metropolitan areas. The specific difficulties of developing recreation corridors in heavily built-up areas require special attention. This has a special attraction for bicycle groups as urban transportation facilities free of traffic and in pleaseant surroundings are often difficult to find.

State and local government technical assistance: railway abandonment procedures and trail development opportunities still require explanation, mediation and experience. More than 280 requests for this unique Park Service function have already been made for 1991.

Trail Inventory: the continuing process of collecting and disseminating a nationwide inventory of trail resources is vital to maximize use of these national assets. Further regional guides will provide an extraordinary resource for the trail community.

Sustain and oversee National Historic, Scenic and Recreational Trails: Five national scenic and six national historic trails are currently administered by the Park Service. Criteria for certification and management need to be developed.

The past success of the program and the great potential outlined above is, we believe, ample reason for continued funding by Congress. We request that a total of $6,060,000 be allocated to this program, to be divided between elements thus:

Regional River and Trail assistance	$3,440,000
Rivers Policy	800,000
Trails Policy	950,000
National River and Trail assistance	870,000
	$6,060,000

The increase over last year reflects the great demand for work already expressed in requests for technical assistance, and development of vital new projects as listed above.

In most instances the chance to develop a trail is fleeting. Once lost, the opportunity will never be there again. In other cases, states and local government may be unable to develop opportunities without technical assistance -- and without it, the federal government may be forced to salvage the project at much greater cost than providing technical advice and help.

As ever, Mr Chairman, we are very grateful to your committee, and to Congress, for funding this program to date. We hope you will maintain your faith in the work of the National Park Service staff and continue that funding. Without the program, we truly believe that trail development would be seriously hampered -- and that many great opportunities will be lost.

That certainly will not serve the cause of bicycling, and neither will it serve the American people.

Andrew Clarke
March 7, 1990

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE, LAND AND WATER CONSERVATION FUND

WITNESSES

RINDY O'BRIEN, DIRECTOR OF GOVERNMENTAL AFFAIRS, WILDERNESS SOCIETY

DON HELLMANN

Mr. DICKS. The Wilderness Society, Rindy O'Brien and Don Hellman?

Welcome.

Ms. O'BRIEN. I'm Rindy O'Brien. I'm director of governmental affairs for the Wilderness Society. Mr. Frampton apologizes for a scheduling conflict, and he was not able to come.

Mr. DICKS. Well, we're glad to have you.

Ms. O'BRIEN. Well, thank you.

I'll summarize my statement for you.

Currently, there have been a number of articles printed around the United States, including a piece in the Sunday New York Times with a headline saying "Dissidents Say Forest Service Sheds Its Role."

We believe that there's a healthy debate going on in this country within the Forest Service as well as externally by organizations like the Wilderness Society in looking at what the role of the Forest Service should be. In light of this debate, we have five recommendations that we believe should be put forth this year to help shift the role of the Forest Service from a timber-first kind of attitude to a multiple-use kind of public land system. Those recommended changes are in these following five areas: One, the elimination of low-cost sales; two, the reduction in the road construction account; three, reform of the Tongass National Forest; four, protection of our ancient forests in the Pacific Northwest; and, five, attention to the growing needs of our national forest in the New England area.

Below-cost timber sales have been a program that the Wilderness Society has been involved in for a number of years. We were pleased to see that the President's budget referred to the need to reduce the low-cost sales. We do have some problems with the President's proposal and would not recommend its going forward unless there were changes in deleting some of the timber sale loopholes. We don't believe a pilot project would really come up with the answers on below-cost sales.

We have consistently for a number of years recommended that there be a phase-out of below-cost sales over a five-year period, beginning with the worst below-cost sales and working down.

We believe there should be a commitment in the process of eliminating below-cost sales to also be redirecting funds to local communities, whether it's in recreation or diversification of the community's stability program.

Secondly, we believe that the forest road program could be reduced by $100 million and still leave the program intact and help to reduce the below-cost sales.

On the Tongass National Forest, we believe that the Tongass National Forest should be limited to a 140 million board feet level for fiscal year 1991. The Forest Service road construction could be reduced to be consistent with the lower preparation level, and the Congress could save an additional $2.6 million on the Tongass by eliminating the thinning program.

Fourth, look at the Pacific Northwest under Section 318 that was passed last year. First, we would like to recognize and to commend the committee on the work they did on Section 318. We believe that it was important to have the protection of the old growth forest stand recognized for the first time. However, we are seeing problems with Section 318 on the ground, as the timber-cutting level comes into direct conflict with what the citizen advisory committees are asked to do.

Oftentimes——

Mr. DICKS. Our biggest problem there is just a lack of advanced timber sale preparation.

Ms. O'BRIEN. Right. That's right.

Mr. DICKS. The major criticism is that they haven't had enough to choose from.

Ms. O'BRIEN. That's correct.

Mr. DICKS. And the reason for that is because the Forest Service has been out looking for spotted owls and doing other things. I guess advanced timber sales preparation hasn't been given the attention that it deserves.

Ms. O'BRIEN. That is the problem that the committees are facing—I think it's a good faith effort on all parts. However, there's just nothing in the pipeline to be able to give them a choice.

Because of that, we're not quite sure what to advise you on extending the advisory committee. Unless we can solve the first problem, probably——

Mr. DICKS. Well, we're going to work on that.

Ms. O'BRIEN. I hope so.

Mr. DICKS. Let's don't give up on the advisory committees quite so quickly.

Ms. O'BRIEN. Well, we don't. We say that you need to look at the preparation work and make some changes.

Mr. DICKS. I agree with that.

Ms. O'BRIEN. And we'd like to work with you on that.

Mr. DICKS. Absolutely.

Ms. O'BRIEN. We're also still concerned about the judicial restraints that were put into last year's bill. A recent court decision by the Ninth District now says that we don't have the right to go to court even on an individual timber sale because, if you go sale by sale, then you can tie up the entire forest. Therefore, they're not even allowing us to go to court under an individual timber sale. That came out on February 7th, and I'll be glad to supply you with that decision.

Mr. DICKS. I'd like to see that.

[Material to be supplied follows:]

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FOR PUBLICATION

UNITED STATES COURT OF APPEALS FOR THE NINTH CIRCUIT

OREGON NATURAL RESOURCES COUNCIL,
Plaintiff-Appellant,
v.
DAVID MOHLA, in his official capacity as Supervisor, MT. HOOD NATIONAL FOREST, JAMES F. TORRENCE in his official capacity as Regional Forester, Pacific Northwest Region; UNITED STATES FOREST SERVICE, an agency of the United States; and AVISON TIMBER COMPANY,
Defendants-Appellees.

No. 89-35350
D.C. No.
88-1377-MA
OPINION

Appeal from the United States District Court
for the District of Oregon
Malcolm F. Marsh, District Judge, Presiding

Argued and Submitted
August 17, 1989—San Francisco, California

Filed February 7, 1990

Before: Alfred T. Goodwin, Chief Judge,
Mary M. Schroeder and Harry Pregerson, Circuit Judges.

Opinion by Chief Judge Goodwin

SUMMARY

Statutes

Affirming a judgment of the district court, the court held that § 314 of Pub. L. No. 100-446, 102 § 1825 (1988) bars challenge to a Forest Service timber sale which raises environmental concerns in the context of the individual sale.

In 1977, the Forest Service completed a ten-year Timber Management Plan and an accompanying Environmental Impact Study for the Mt. Hood National Forest. In 1979, the Forest Service sold the timber called the Badger Resell, which lies entirely within the Mt. Hood National Forest, but the contract was in default and the land returned. After the Forest Service prepared a supplement to the 1977 Badger Resell Environmental Analysis Report, concluding that a timber resale would not significantly affect the quality of the environment, the Forest Service in 1988 published a decision notice to reoffer Badger Resell and awarded the timber contract to Avison Timber Company. Appellant Oregon Natural Resources Council filed a complaint against the Forest Service and Avison seeking declaratory relief and an order enjoining the logging of Badger Resell. The district court granted summary judgment to the Forest Service, holding that ONRC's challenge to the logging of Badger Resell constituted an impermissible challenge to decisions made in the TMP and therefore was barred by section 314. ONRC appealed.

[1] Section 314 bars a court challenge only on the sole basis that the plan in its entirety is outdated. On its face, this is not such a challenge. In its administrative appeal, ONRC challenged the site-specific Badger Resell EA on the ground that the EA failed to address new information regarding old-growth forests. Even though couched in site-specific terms, the suit, if successful, would enable ONRC to challenge, sale

by sale, the entire Mt. Hood National Forest Timber Management Plan. Such challenges would amount to an attack on the entire plan as outdated. While the statute suffers from some want of clarity, it is plain that Congress did not intend such litigation.

COUNSEL

Victor M. Sher, Todd D. True, Corrie J. Yackulic, Sierra Club Legal Defense Fund, Seattle, Washington, for the plaintiff-appellant Oregon Natural Resources Council.

Donald A. Carr, Acting Assistant Attorney General, Charles H. Turner, United States Attorney, Thomas C. Lee, Assistant United States Attorney, Portland, Oregon; Robert L. Klarquist, Attorney, Department of Justice, Martin W. Matzen, Attorney, Department of Justice, Washington D.C.; Val J. McLam Black, Attorney, Office of General Counsel, United States Department of Agriculture, John B. Munson, Attorney, Office of General Counsel, United States Department of Agriculture, Portland, Oregon, for the defendants-appellees David Mohla, James Torrence, and the United States Forest Service.

William F. Lenihan, Schwabe, Williamson, Wyatt, & Lenihan, Seattle, Washington, Ridgway K. Foley, Jr., P.C., Elizabeth Duncan Ryan, Schwabe, Williamson & Wyatt, Portland, Oregon, for the defendant-appellee Avison Timber Company.

OPINION

GOODWIN, Chief Judge:

This case requires us to resolve an issue we explicitly left open in *Portland Audubon Society v. Lujan,* 884 F.2d 1233

(9th Cir. 1989): whether section 314 of Pub. L. No. 100-446, 102 Stat. 1825 (1988) bars a challenge to a Forest Service timber sale which raises environmental concerns in the context of the individual sale.

Alleging a violation of the National Environmental Policy Act (NEPA), 42 U.S.C. §§ 4321-70 (1982), Oregon Natural Resources Council (ONRC) challenges the United States Forest Service's decision to sell 240 acres of primarily old-growth forest in the Mt. Hood National Forest in Oregon. The district court held that ONRC's challenge was jurisdictionally barred by section 314, which prohibits challenges to Forest Service plans on the sole basis that the plans in their entirety are outdated.

The planning history leading to the Forest Service's decision to auction the Badger Creek Resell[1] is important to an understanding of the nature of ONRC's challenge to this timber sale. In early 1975, the Forest Service completed a Land Use Plan (LUP) and an accompanying Environmental Impact Statement (EIS) for the Salmon River Unit and Roaring River Unit, where the Badger Resell is located. The LUP operates as a broad planning guide to direct specific resource management, including timber, within the areas covered by the plan. The general management policy for the Roaring River General Forest Unit is that "[t]imber will be managed to maintain a variety of successional types, high water quality and high timber productivity." The accompanying EIS evaluated the environmental effects of this policy, and concluded that timber harvest would adversely affect the habitat for those amphibians, mammals, and birds which require old-growth forests. Environmental concerns were thus recognized and placed in tension with productivity concerns.

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[1] The Badger Creek sale was "repossessed" in 1986 by the Forest Service when economic conditions made the original sale improvident. The sale is referred to as the "Resell" in this opinion.

In 1977, the Forest Service completed a ten-year Timber Management Plan (TMP) and an accompanying EIS for the Mt. Hood National Forest. The Badger Resell lies entirely within that forest. The EIS accepted the land use allocation for high timber productivity made in the TMP, and considered the environmental impact of various timber management alternatives, from lowering the then-current level of timber harvest to increasing timber harvest. The TMP adopted a plan calling for intensive timber management, which the EIS concluded would cause adverse environmental effects through the loss of old-growth habitat. The plan was nonetheless adopted, and the decision to convert the old-growth forest to second-growth managed "tree farms" became final.

On August 2, 1977, the Forest Service prepared a site-specific Environmental Analysis Report (EA) for the Badger Resell. The EA was "tiered" to the LUP and its accompanying EIS, which means that the EA accepted the land use allocations made in the LUP. *See* 40 C.F.R. § 1502.20 (1988). The EA evaluated only site-specific concerns, including the environmental impact of the proposed timber sale.

On September 24, 1979, the Forest Service sold the timber now called the Badger Resell to the Publishers Paper Company. No environmental litigation by ONRC challenged that sale. The contract was in default and was returned to the Forest Service in early 1986, under the provisions of the Federal Timber Contract Payment Modification Act, 16 U.S.C. § 618 (1985).

The Forest Service prepared a supplement to the 1977 Badger Resell EA, and concluded that a timber resale would not significantly affect the quality of the environment, making the preparation of an EIS for the sale unnecessary. Based on this finding, the Forest Service approved the resale, and, in March, 1988, published a Decision Notice to reoffer Badger Resell. ONRC administratively appealed the resale. The Forest Service denied the appeal. Following the denial of ONRC's administrative appeal, the Forest Service auctioned the Badger Resell and awarded the timber contract to Avison Timber Company (Avison).

ONRC filed a complaint in district court against the Forest Service and Avison, seeking declaratory relief and an order enjoining the logging of Badger Resell. The district court granted summary judgment to the Forest Service, holding that ONRC's challenge to the logging of Badger Resell constituted an impermissible challenge to decisions made in the TMP, and was therefore barred by section 314. A temporary restraining order delayed the actual logging of the sale until midsummer in 1989, and part of the timber was removed after the TRO was lifted.[2]

I. Is ONRC's Challenge Barred by Section 314?

Section 314 bars challenges to a Forest Service plan "on the sole basis that the plan in its entirety is outdated." It permits challenges to "any and all particular activities to be carried out under existing plans." ONRC appeals the district court's finding on summary judgment that ONRC challenges the logging of Badger Resell solely on the basis that the TMP in its entirety is outdated. ONRC argues that its challenge comes within the savings clause for particular activities.

There is a strong presumption in favor of judicial review of administrative actions. *Love v. Thomas*, 858 F.2d 1347, 1356 (9th Cir. 1988), *cert. denied*, 109 S. Ct. 1932 (1989). We narrowly construe prohibitions against judicial review. *Id.*

ONRC's NEPA claim is not phrased as a challenge to the existing Forest Service TMP. Instead, as the district court noted, ONRC phrases its claim as a challenge to the procedures the Forest Service used in reoffering the Badger Resell for timber harvest. ONRC contends that the EA, first published in 1977, is outdated, and the Forest Service's decision not to revise the EA or prepare a supplemental EIS in light of significant new findings concerning the relationship between flora and fauna and the human environment in old-growth forests violated NEPA.

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[2] The case is not moot because logging was not completed during the 1989 summer season.

The district court broadly construed section 314, as prohibiting judicial challenge to an individual timber sale where the challenge does not involve information specific to that timber sale. As the court noted, the Forest Service's decision to log old growth was made more than ten years ago in the TMP and its accompanying EIS. Because ONRC's contention that the Forest Service failed to consider significant new findings concerning the value of old-growth forests is the type of generic issue which brings into question decisions made in the Forest Service TMP, the district court found that ONRC's challenge was jurisdictionally barred by section 314. The court observed that, if it allowed ONRC's challenge, the practical effect would be that ONRC or similarly motivated plaintiffs would be able to stop any Forest Service timber sale which offers old-growth forests for logging in accordance with current Forest Service plans.

[1] This case requires us to grapple with section 314's extraordinary language once again. *See Portland Audubon Society v. Lujan,* 884 F.2d 1233 (9th Cir. 1989). Section 314 bars a court challenge only "on the sole basis that the plan in its entirety is outdated." On its face, this is not such a challenge. In its administrative appeal, ONRC challenged the site-specific Badger Resell EA on the ground that the EA failed to address new information regarding old-growth forests. While ONRC's challenge to the adequacy of this EA is couched in site-specific terms, the suit, if successful, would enable the plaintiffs to challenge, sale by sale, the entire Mt. Hood National Forest Timber Management Plan on the ground that the EAs failed to take into account new informa-

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tion. Such challenges would amount to an attack on the entire plan as outdated because it failed to take into account recent ecological studies of the value of old-growth forests. While the statute suffers from some want of clarity which is not substantially cured by legislative history, it is plain that Congress did not intend such litigation.

AFFIRMED.

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Ms. O'BRIEN. Finally, the New England forest, while we concentrate a lot of effort and time on the Pacific Northwest problems, New England is also a very important area on which to start focusing attention. Last year there was a northern forestland study which came up with some very important conclusions. We hope that that study could be set forth for one more year, as there's more information that's needed.

Thank you.

Mr. DICKS. Okay. She left you 30 seconds.

Mr. HELLMANN. I know. I figured that, so I'll be very brief.

Mr. Chairman, the Wilderness Society coordinates the annual submission to Congress of the land and water conservation fund.

Mr. DICKS. Wonderful.

Mr. HELLMANN. It's 20 national conservation organizations that present this to Congress every year. I think I'll refer you just to page 7 in there, if you want to look at that very quickly, because that gives you a chart where we've been on land and water conservation fund over the last 25 years.

If you'll look at the first 15 years of the program, you'll see that authorizations and appropriations were fairly well in sync. It's only been over the last decade that we've faced a situation where we've had very large authorizations, but we've gotten very small appropriations compared to what the need has been.

I just wanted to give you this document because we have identified areas in the country, over 340 of them, where there's a need of $799 million for land acquisition funds.

Mr. DICKS. Well, you know the problem. It's been Gramm-Rudman and outlays.

Mr. HELLMANN. Right.

Mr. DICKS. That's what's held us up, right, and zero support from the administration until this year?

Mr. HELLMANN. Right. And we've been doing what we can to try to increase that support. We're working with the Budget Committee also to see what we can do to get a better mark for your subcommittee, so that you have a few more funds to work with that.

Mr. DICKS. We appreciate that.

Mr. HELLMANN. So, I wanted to say that we appreciate what you've done in the past with the land and water conservation fund and we'll hope you'll do the best you can in meeting the needs that are presented there.

Mr. DICKS. We're strongly in support of it.

Mr. HELLMANN. And, the final thing that I want to mention is specifically something in my testimony regarding the Santa Monica mountains. This morning there were a couple of witnesses from the Save the Mountain Park Coalition who specifically talked about Jordan Ranch and the actions that the Park Service has taken there at Jordan Ranch to ensure that development goes through.

We have very great difficulties with the actions being taken by the Park Service there to promote development in an area that could be acquired by the Park Service and added to the adjoining Cheeseborough Canyon to make a viable unit of the park.

So, we're specifically asking you this year that you provide some language in the appropriations bill prohibiting the Park Service from using any of their funds to go ahead with that exchange. If you need any further documentation——

Mr. DICKS. It sounds like they need an advisory committee. [Laughter.]

Mr. HELLMANN. I think it would be good if they did. We've met with Director Ridenhower and talked to him specifically about——

Mr. DICKS. What about Congressman Beilenson? Doesn't he take a big interest in this?

Mr. HELLMANN. Congressman Beilenson has taken a big interest in this, and we're working with him. We're seeing what we can do to get him to agree to this.

Mr. DICKS. Excellent. Thank you both. It was a very good presentation and——

Mr. HELLMANN. One final thing I would like to——

Mr. DICKS. We look forward to working with you.

Mr. HELLMANN. That has a compilation of some specific recommendations for each of the land management agencies, and we'd like to leave it with the committee.

Mr. DICKS. Thank you. We appreciate it.

[The prepared statements of Ms. O'Brien and Mr. Hellmann follow:]

THE WILDERNESS SOCIETY

Statement of Rindy O'Brien representing The Wilderness Society appreciates this opportunity to present its views on the priority needs for FY 1991 appropriations for the U.S. Forest Service and Interior Department programs on March 7, 1990. The Wilderness Society, with more than 350,000 members nationwide, has been involved with the designation and maintenance of our federal public lands units for decades.

Recently, the Forest Service has been under intense scrutiny from both within the agency and externally from organizations like The Wilderness Society about the future management decisions of our national forests. The Wilderness Society believes this debate to be a healthy one, and an opportunity for this committee to play a very important role in reshaping the future of the Forest Service. In this year of the 20th Anniversary of Earthday, it is time that the Forest Service change its priorities of "timber-first" to a truly multiple-use public land system. Trails, protection of important fish and wildlife habitat, state and private forestry, and other recreational needs should receive equal status in the agency's management and budget considerations.

The Wilderness Society would like to offer 5 suggested areas of Forest Service reform in FY 1991 to begin this new era of change. Those changes would be in 1) Elimination of Below-Cost Sales, 2) Reductions in the Road Construction Accounts 3) Reform of the Tongass National Forest, 4) Protection for our Ancient Forests in the Pacific Northwest area, and 5) Attention to the growing needs of our New England forests.

1. Rapidly eliminate below-cost timber sales.

Starting in FY 1991, Forest Service spending for any timber sale should be contingent upon the implementation of a five-year plan to systematically phase out below-cost timber sales nationwide. The most environmentally damaging and most costly below-cost sales should be eliminated first. At the end of five years, all commercial timber sales should be required to show a positive net return to the U.S. Treasury.

In combination with the phase out of below cost timber sales The Wilderness Society recommends that revenue saved by eliminating sales below cost be redirected to the affected local communities to help them develop and invest sustainable economies that will diversify the local workforce. This includes the promotion of secondary wood manufacturing, tourism and recreation and the introduction of non-forest dependent industries into the communities.

The President's budget includes a pilot project to demonstrate how below-cost timber sales on 12 national forests can be eliminated. We urge Congress to fund this project, but only after deleting its many "timber sale loopholes" dealing with so-called anticipated timber revenue; insect, disease, and fire damage; reforestation; and wildlife.

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(202) 842-3400

2. Halt the construction of unnecessary new forest roads through a reduction of $100 million in the forest road budget.

In Fiscal Year 1991, The Wilderness Society recommends reducing the Forest Service's Forest Roads Program request by $100 million dollars. This reduction would leave intact proposed Purchaser Credit funding and funding for FRP support to the Purchaser Credit Program.

It has been argued that tens of millions of dollars for road construction is needed each year to support the timber sale program in order to generate federal revenues to help reduce the deficit. Nothing could be further from the truth. Appropriated road construction fuels a massive below-cost timber sale program. The tab for this fiscal outrage must be picked up by the American taxpayer. In no uncertain terms, funding for the Forest Service road program far exceeds legitimate needs in the face of the federal budget deficits.

As if the economics of this situation were not enough to force the elimination of the road construction program, roads inflict tremendous environmental damage on the landscape. Roads fragment wildlife habitat and disrupt migration routes, degrade water quality and cold water fish habitat, and cause more soil erosion and stream sedimentation than logging and forest fires. At present, more than 356,000 miles of roads crisscross the national forests, almost nine times the size of the entire Interstate Highway System.

Nonetheless, in its Fiscal Year 1991 proposal the Administration is requesting $181 million for road construction within the Forest Roads Program (FRP). This is in addition to $116.2 million dollars for road construction under the Purchaser Credit Program. The Wilderness Society considers this request totally unacceptable, given the environmental damage and economic losses fueled by these roads.

3. Tongass National Forest

The Wilderness Society recommends that preparation of new timber for sale on the Tongass National Forest be limited to 240 million board feet (mmbf) in FY'91. This volume of timber will adequately supply the two long-term contract operators and encourage independent timber operators to liquidate their larger than average backlog of uncut timber now under contract. Forest Service Tongass road construction should be reduced to be consistent with the lower timber preparation level. The Congress could save an additional $ 2.6 million on the Tongass by eliminating FY 1991 thinning program without any impact to the short or long-term timber supply.

The Wilderness Society recommendations would allow Congress: (1) to maintain or increase funding levels for the recreation and watershed programs over funding levels last year, (2) to finance the proposed increase for the fisheries and wildlife program, (3) to fund the Tongass timber program to meet realistic demands, and (4) allow for a modest, but real cost savings.

For the Tongass National Forest, the Forest Service is claiming a budget reduction of nearly $11,000,000. These cost savings, however, are merely the result of shifting funds between the various budgetary line items in FY'89, FY'90, and FY'91. This creates the illusion of savings for FY'91, while a closer look reveals an actual 16 percent increase in the proposed spending.

4. Section 318 of FY'91 Appropriations

Section 318 is the first legislation expressly to recognize the importance of protecting old growth forest stands. The law seeks to balance the need for a predictable flow of public timber and the need to protect spotted owls and old growth forest. The Committee and Congress are to be commended for this landmark effort.

However, it appears that the level of timber sales mandated by Section 318, and the realities of the Forest Service timber sale planning process, makes this balance impossible to attain. Timber is being sold from the forests, but spotted owls and old growth are receiving little protection.

The timber sale level under Section 318 is so close to the Forest Service's prepared sale volume that there is little flexibility to withdraw or modify sales in ecologically significant old growth. According to the Forest Services's February 1, 1990 Report to Congress on Implementation of Section 318, only four of the thirteen national forests with spotted owls have more than 11 mmbf of "decision space," i.e. volume of prepared sales in excess of the target sale level. Four forests have a lower volume of sales prepared than the volume they must sell.

We have learned that it is wishful thinking to believe that new sales will give the needed flexibility. Sales moved forward from later years to supplement the 1990 sale program have incomplete environmental analysis, so that it is impossible to determine whether they are less fragmented or less harmful to spotted owls. Advisory Board members have told us that the time frame for decisions does not permit additional field work, and they can make no meaningful choices on the basis of the scanty information available.

Timber Sales Advisory Boards have differed from one forest to another. Conservation activists have served with a good faith effort, but in general these boards have taken vast amounts of time for modest or no environmental benefit. We do not recommend reestablishing them unless conditions are changed considerably.

It is obvious that Section 318 will fail to protect ecological significant old growth unless the sale level is read as a goal, rather than a quota which must be met at all costs. The Forest Service views Section 318 as "timber-driven" and is telling members of the Advisory Boards that it is their job to help the Forest Service to meet its timber sale quota. In contrast, there is no "quota" for protection of old growth, there is no clear directive to modify or withdraw even the most fragmenting timber sale.

Sections 312 and 318 of last year's bill also contained restrictions upon the judicial process involving litigation of Forest Service or BLM timber sales, and challenge to the Forest Service planning process. We remain adamantly opposed to such efforts to limit or prevent our judicial system from working. A recent decision by the 9th Circuit filed on February 7,1990 bars challenges to the "Forest Service timber sales which raises environmental concerns in the context of the individual sales." Clearly, Congress did not intend to bar public citizens the right to protest and challenge timber sales in court if that they find that the Forest Service's actions will be detrimental to the public good.

In 1991 Interior appropriations legislation is to give meaningful protection to old growth forest, the Committee should:

- Additional funds for Old Growth Research, directed for upper canopy old growth forests and below-ground forest floor research;

- Demand clear, specific information from the Forest Service and BLM regarding the agencies' prepared 1991 sale program and their ability to supplement this volume;

- Ask the agencies what steps they have taken this year to direct future sale planning away from ecologically significant old growth, and how successful these efforts have been;

- Specify ecologically significant old growth areas that should be protected in 1991; and

- Clarify that the timber sale level are targets, which are to be met only if consistent with protecting significant old growth stands.

5. New England Forests

The release of the draft Northern Forest Lands Study (NFLS) report in October 1989 was an important step toward ensuring the long-term protection of the remaining undeveloped woodlands of the northern Maine, New Hampshire, New York, and Vermont. Among the study's most important findings is that these northern forest lands encompass natural, economic, and social values of regional and national, as well as local importance.

1. Establish a federal contingency fund and a process for emergency acquisition within the NFLS study area.

2. Extend the Northern Forest Lands Study for one year.

3. The Congress and the states should begin working immediately to put into place a permanent protection mechanisms.

THE WILDERNESS SOCIETY

Statement of Donald J. Hellmann representing The Wilderness Society before the Subcommittee on Interior Appropriations, March 7, 1990, on FY 1991 budget for the Land and Water Conservation Fund.

I appreciate the opportunity to appear before you today to discuss the President's FY 1991 budget request for the Land and Water Conservation Fund. As you know, this year marks the 25th Anniversary of the Land and Water Conservation Fund. We can be proud of the accomplishments of the Fund over the last quarter century. There is no doubt that we have achieved the objectives of the Fund with the thousands of special places we have preserved across the country for future generations.

After having had no budget requests for land acquisition for most of the last decade, it is certainly refreshing to have the President making land acquisition a national priority once again. While the budget request of $250 million is a good starting point, it is evident that the need for land acquisition funds is much greater than this.

Last month a coalition of twenty national conservation organizations, of which The Wilderness Society is a member, released our annual report to Congress requesting land acquisition funds in FY 1991. We recommended a total of $799 million for federal land acquisition and $200 million for the state grant program.

I believe this total needs to be placed in the perspective of what has happened during the last 25 years of the program. As you can see from the chart shown in our book, the program worked as it was expected to until 1980 when appropriations closely matched the revenues collected. Since that time things have turned around. The program is authorized to spend up to $900 million a year, but over the last decade they averaged only $200 million.

Our report shows that the need for land acquisition funds is great. To provide just one example, I had an elderly woman call me a couple of weeks ago to say that she saw a story in her local paper which reported that our coalition had asked for money to purchase her land at Bent's Old Fort in Colorado. She told me her husband was 81 years old and they were no longer able to keep up the ranch and wanted to sell their property to the Park Service. This woman wanted to know how we could help her to get the Park Service to buy the land.

I suggested she contact her senators and congressman and we would continue to do what we could to encourage some appropriations in the coming fiscal year. Last week I understand at least one of the senators from Colorado had received a letter from her. Hopefully, if enough funds are available, her land will be one of those preserved for the future.

There are many landowners across the country who are in similar situations. Most of the properties listed in our report are available from willing sellers. Yet, year after year we see many opportunities lost because of insufficient funds.

We recognize the tight budget situation and we have been working with members of the Budget Committee to get them to recommend increased LWCF funding in FY 1991. We urge you to carefully consider our LWCF funding request, and come as close as possible to appropriating that figure in FY 1991.

As part of my testimony today I want to mention a situation in the Santa Monica Mountains that I believe deserves your attention. For past few years I have listened to members of this subcommittee express concern about providing large appropriations for the Santa Monica Mountains NRA to make it a viable park unit at the same time that local officials were taking actions to develop lands instead of preserving them. These concerns were very real, and I believe many interested people in southern California have worked hard to insure that the local officials encouraged preservation instead of development.

However, now we are finding that the National Park Service itself is considering a proposal to exchange some current NPS land in Cheeseboro Canyon for land on the adjoining Jordan Ranch. The exchange will allow a road to be built to access Jordan Ranch where a PGA golf course is planned with over 1,000 homes. This exchange not only would destroy a pristine canyon that could be added to the NRA in the future, but it also threatens to compromise the integrity of Cheeseboro Canyon.

It is ironic that the agency which is supposed to be working to preserve the park is doing whatever it can to encourage a major development. It is particularly distressing that this is occurring after the initial rejection of the exchange by the park superintendent and other Interior Department officials.

We are very concerned about the precedent that will be established if the Park Service is permitted to go through with this exchange. It will clearly send a signal to all developers that the Park Service will do whatever it can to assist them as long as they are willing to provide some small contribution of land. This is not the mandate of the Park Service and it should be rejected by this committee to guarantee the future integrity of the Santa Monica Mountains.

We ask that you provide specific language in the FY 1991 Interior Appropriations bill prohibiting the Park Service from using any funds to proceed with this exchange.

Thank you for your consideration of these requests.

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE, COOPERATIVE UNITS

WITNESS

MORTIMER H. NEUFVILLE, DEAN, SCHOOL OF AGRICULTURAL SCIENCES, UNIVERSITY OF MARYLAND, EASTERN SHORE, AND MEMBER, FISH AND WILDLIFE COMMITTEE, NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

Mr. DICKS. The National Association of State Universities and Land-Grant Colleges, Dr. Mortimer Neufville? Is that close?

Mr. NEUFVILLE. Close enough.

Mr. DICKS. Good.

Mr. NEUFVILLE. Mr. Chairman and members of the committee, I'm Mortimer H. Neufville, dean of the School of Agricultural Sciences at the University of Maryland, Eastern Shore. I'm also a member of the Fish and Wildlife Committee of the National Association of State Universities and Land-Grant Colleges, and that's the group I represent here today.

Mr. DICKS. We'll put your statement in the record, and you have five minutes to proceed.

Mr. NEUFVILLE. The chairman of the Fish and Wildlife Committee, Dr. Robert Ang, could not be here, but he has presented written testimony, which we also request be a part of the record.

Mr. DICKS. So ordered.

Mr. NEUFVILLE. My testimony is offered in support of the initiation of a $10 million competitive grants program to facilitate basic and long-term applied research in fish and wildlife. It is proposed that this program for fish and wildlife research be established under the existing authority of Public Law 95-307, section 5, the Forest and Rangeland Renewable Resources Research Act of 1987.

It is requested also that funding to support the time-tested cooperative fish and wildlife research unit program be increased from the level of $6.5 million appropriated in fiscal year 1990 to the level of $7.186 in fiscal year 1991, and you can see that's a modest increase we are requesting.

Mr. DICKS. Right.

Mr. NEUFVILLE. The scientists and the administrators of our land-grant universities are vitally concerned about the future of fish and wildlife research, and we sincerely hope that you will support this initiative.

The 1985 national survey of fishing, hunting, and wildlife-associated recreation revealed an overwhelming strong interest and a strong demand for the utilization and enjoyment of the fish and wildlife resources of the Nation. In 1985, Mr. Chairman, 141 million, or 78 percent of the 181 million Americans 16 years of age or older, participated in some fish and wildlife-related activity. There's a constant increase in the demand for recreational activities related to fish and wildlife. We sincerely hope that you'll be cognizant of this as you deliberate your budget for 1991.

Fish and wildlife issues are critical components of many current and emerging issues, such issues as water quality, acid rain, toxic pollutants, range rehabilitation and reforestation. In the Congress and the White House, Mr. Chairman, you can hear such issues being discussed as global change, endangered kind of earth, global warming, and all these issues related to fish and wildlife and the conservation of our natural resources. You can see how essential research is in this area.

We cannot meet the growing responsibilities in terms of research being forced on us, and the resources to conduct research are rather limited. Mr. Chairman, the colleges and universities of the Nation are poised to do research in this area and we solicit your support.

Our second request is for an increased funding level for the cooperative fish and wildlife research units in fiscal year 1991. The units serve a unique role in fish and wildlife research in that they address regional, State, and national issues, and we sincerely hope that your subcommittee will consider increasing the budget request.

Mr. Chairman, we ask your support in increasing these appropriations. However, I must mention here, as we continue emphasis on the development of our human resources, it is shame that, of the fish and wildlife cooperative units currently located in the States, we have none in the 1899 land-grant community. As we approach our centennial year of the passage of the Second Morrill Act of 1890, we sincerely hope that you consider establishing a center as an 1890 land-grant university.

Mr. DICKS. We'll certainly take that into consideration.

Mr. NEUFVILLE. Mr. Chairman, you have supported us in the past, and at this time we solicit your support for these two requests.

Thank you.

Mr. DICKS. Thank you. It was an excellent presentation, and the committee will give it very careful consideration.

[The prepared statement of Mr. Mortimer Neufville follows:]

TESTIMONY PRESENTED

March 7, 1990

to

The House Appropriations Subcommittee
on Interior and Related Agencies

The Honorable Sidney R. Yates, Subcommittee Chairman

by

Mortimer H. Neufville, Dean

School of Agricultural Sciences
University of Maryland Eastern Shore

Member, Fish and Wildlife Committee
National Association of State Universities
and Land-Grant Colleges

Testimony
Presented by

Mortimer H. Neufville, Dean
School of Agricultural Sciences
University of Maryland Eastern Shore

to

The House Appropriations Subcommittee
on Interior and Related Agencies

Mr. Chairman and members of the Subcommittee, I am Mortimer H. Neufville, Dean of the School of Agricultural Sciences, University of Maryland Eastern Shore. I am also a member of the Fish and Wildlife Committee of the National Association of State Universities and Land-Grant Colleges--the group I represent here today. The Chairman of the Fish and Wildlife Committee, Dr. Robert Eng, could not be here, but has presented written testimony that I request be made a part of the record. Mr. Chairman and members of the subcommittee, I certainly appreciate the opportunity to testify before you as you deliberate the FY 1991 Interior appropriations.

My testimony is offered in support of the initiation of a $10 million competitive-grants program to facilitate basic and long-term research in fish and wildlife. It is proposed that this program for fish and wildlife research be established under the existing authority of PL 95-307 (Section 5), the Forest and Rangeland Renewable Resources Research Act of 1978.

It is requested also that funding to support the time-tested Cooperative Fish and Wildlife Research Unit Program be increased from the level of $6.5 million appropriated in FY90 to the level of $7.186 million in FY91 so as to assure the continuance of quality research programming. The administrators, scientists, and educators at the Land-Grant Universities are vitally concerned about the future viability of our fish and wildlife resources which, in addition to their ecological, economic, recreational, and aesthetic values, are the barometers of the ecological health of our Nation.

Notably, the recreational and economic values of fish and wildlife in the United States are increasing at a substantial rate each year. The 1985 National Survey of Fishing, Hunting and Wildlife-Associated Recreation revealed an overwhelmingly strong demand for the utilization and enjoyment of the fish and wildlife resources of the nation. In 1985, 141 million, or 78%, of the 181 million Americans 16 years of age or older participated in some fish- or wildlife-related activity; in contrast, 58% of the 170 million Americans of the same age profile were participants in 1980. In 1985, fish and wildlife-related expenditures totaled $55.5 billion, which substantially surpassed the expenditures of $40 billion in 1980. Collectively, in 1985, the non-consumptive use of these resources outweighed the consumptive use by nearly 2 to 1. Importantly, fish and wildlife resources represent a renewable commodity for which there is a strong and rapidly increasing public demand, and a commodity that is capable of generating sustained societal values and economic returns.

The intelligent and rational conservation and management of this Nation's fish and wildlife resources in the future will be crucial and difficult. At stake are not only our fish and wildlife resources, but also their associated habitats--irreplaceable estuaries, wetlands, rivers and lakes, farmlands and forests, which collectively constitute the functional base ecosystem. Conflict resolution wrought by the impacts of agriculture, forestry, mining, oil exploration and drilling, industry, urbanization, and climatic modification on fish and wildlife and their habitats will increase many-fold in the years ahead. It is crucial to recognize that most of these Impacts are cumulative. Furthermore, fish and wildlife issues are a critical component of many current and emerging national issues, such as water quantity and quality, acid rain, toxic pollutants, soil erosion, cropland conversion, wetlands drainage, "sodbuster" and "swampbuster" programs, range rehabilitation, and de- and re-forestation. In the White House and the Congress, it is not unusual issues to hear such as global change, endangered planet earth, global warning, sustainable agriculture and natural resource conversation being discussed. All these are crucial issues at our universities and particularly to the Fish and Wildlife community. Yet, the research base needed to effectively respond is minimal to non-existent.

We cannot meet our growing research responsibilities if we are forced to rely on the current level of available funds. This has resulted in a critical demise in both basic and applied fish and wildlife research, which has reduced our scientific readiness in being able to respond effectively to future problems. Fish and wildlife has been, and continues to be, a forgotten component i national policy. The priority need, therefore, is not only to insure the effective application of existing agency and institutional funding for fish and wildlife research, but also to supplement that funding in a functional and cost-effective manner.

Mr. Chairman, we believe that there is a very cost-effective opportunity for enhancing the Nation's capacity for basic research on fish and wildlife. The universities and colleges of the Nation are the only major public-service institutions with a mandated research mission that do not have a sustained funding base for fish and wildlife research. The most feasible and cost-effective approach to enhancing basic long-term and applied research in fish and wildlife is through a competitive-grants program. We recommend that this competitive-grants program be initiated at an appropriation of $10 million. Authorization for this program is contained within Public Law 95-307 (Section 5), the Forest and Rangeland Renewable Resources Research Act of 1978. This Act identifies fish and wildlife resources as value components that would benefit from appropriate research. Administration of the program would be conducted through the Office of Competitive Grants, Cooperative State Research Service, U.S. Department of Agriculture. Grants would emphasize basic and long-term research investigations designed to enhance the implementation of effective management of fish and wildlife resources. Grants, as authorized by the Act, would further research activities of federal, state and other governmental agencies, public and private agencies or organizations, public and private universities and colleges, and individuals and businesses in the United States. The granting process would involve proposal submission and peer review.

We suggest that the following research priorities be identified in the Competitive-Grants Program for Fish and Wildlife Research: (1) aquatic and wetland ecosystems; (2) environmental contaminants; (3) endangered species; (4) urban wildlife; (5) agriculture, range and forest landscapes; and (6) long-term climatic changes.

Our second request is for an increased funding level for the Cooperative Fish and Wildlife Research Units in FY91. The Cooperative Units serve a unique role in fish and wildlife research in that they address state, regional and national resource issues from the cooperative perspective of the three partners--the U.S. Fish and Wildlife Service, the state agency, and the university. Over the past decade, your Subcommittee has been instrumental not only in insuring the existence of the Unit Program, but also in supporting requests for increased federal appropriations for the operation of the Units. We are most appreciative of that unwavering support. However, the "cost of doing business" continues to rise unabated. Thus, Mr. chairman, we ask your support in increasing the appropriations. I must mention here Mr. Chairman that with the continued emphasis on the development of our Human Resources it is a shame that thee is not one Fish and Wildlife Cooperative Unit currently located at an 1890 Land-Grant University--this being our Centennial of the passage of the Second Morrill Act, I sincerely hope that the 1890 institutions will have a Unit established and adequately funded.

In summary, the administrators and scientists in the state universities and colleges throughout the country support the position that fish and wildlife resources of this Nation cannot be conserved adequately without accelerated research funding. Thus, the National Association of State Universities and Land-Grant Colleges respectfully requests that you initiate a $10 million competitive grants program to support basic and long-term fish and wildlife research and that you support an increase in the budget of the Cooperative Fish and Wildlife Research Units from the level of $6.5 million appropriated in FY90 to a level of $7.186 million for FY91.

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESS

JANICE BEZANSON, TEXAS COMMITTEE ON NATURAL RESOURCES

Mr. DICKS. The Forest Reform Network, Janice Bezanson? No, that wasn't right.

Ms. BEZANSON. It was very close.

Mr. DICKS. Bezanson.

We'll put your statement in the record and you'll have five minutes to make your presentation.

Ms. BEZANSON. Thank you, sir.

I'm Janice Bezanson. I represent the Texas Committee on Natural Resources, which is one of the groups in the loose affiliation called the Forest Reform Network.

Mr. Chairman, modern even-age forest management, clear-cutting in its variations, is the most devastating form of continuous logging ever devised. When clear-cutting is done, the timber harvesters go in and they clear all the timber that is ready for harvest, and then they come along behind and do site preparation. They bulldoze down the remaining trees and pile them into brush piles and burn then. Sometimes herbicides are applied. The land is scraped, the soil is scraped to get rid of seeds from other species.

Then the area is replanted with a single species of whatever commercial—whatever tree is the most commercially desirable for the area. The result of this is taking natural mixed, native diversified forests and turning them into timber crops, timber farms. The loss of biological diversity is staggering. Wildlife habitat is destroyed. Erosion is greatly increased.

Even-age forests that are grown from this are very susceptible to insects and disease, acid rain—I shouldn't say "very," but they have an increased susceptibility. Many of the recreational values that are so important to national forests are lost.

Unfortunately, this even-age management system is the predominant method used by the Forest Service to manage the 80 million acres of available commercial timberland in our national forests.

Recognizing these problems, the Congress in 1976 passed the National Forest Management Act which limited clear-cutting to when it is optimum and other even-age cuts to when they are appropriate, but the Forest Service has taken advantage of this discretionary language to continue clear-cutting and even-age cuts in a majority of rotation sales in most forests.

This isn't necessary. The alterative method, selection management, which takes an occasional tree here and there and never a whole area at once, is environmentally very preferable. It retains the native diversity. It retains the recreational and the other multiple-use values of the national forests. Forest Service researchers have also shown that it is more cost-efficient and has a higher benefit-cost ratio than even-age management.

The Texas Committee on Natural Resources has submitted two pieces of written testimony, two methods by which the Appropriations Committee might reduce the Forest Service predilection for even-age management. One would limit the funds expended in each national forest for even-age management practices to no more than 50 percent of the total appropriated for timber management, except in region 6, which is your area of the country, and region 10, which is Alaska. There are some other minor exceptions.

The other piece of written testimony describes two bills which encourage, offer incentives to even-age management: the Knutson-Vandenburg Act of 1930, called "KV," and the Brush Disposal Act of 1916. These two acts also—the Knutson-Vandenburg also encourages the Forest Service to sell timber for less than the cost of production. It actually encourages below-cost sales.

These acts were enacted when the National Forest Organic Act prohibited clear-cutting and when the Forest Service was not known to do below-cost sales. These incentives were not intended, but because they can now be applied to—because clear-cutting is now allowed, they cause this.

KV bypasses the normal appropriation process. It allows the Forest Service to retain money that does not go through the congressional appropriations process, and they end up padding their budget like—in 1988, $215 million under Knutson-Vandenburg and $59 million under the Brush Disposal Act.

Knutson-Vandenburg funds are retained out of gross receipts. It is our suggestion in our written comments that they be limited to a share of the net receipts. This would eliminate the incentive for below-cost sale. It would give them an incentive for clear-cutting in site preparation only if this were more cost-efficient than selection management, which it is not.

We would like to see the Forest Service encouraged to go to the more cost-efficient, more environmentally sound system. We would like to see this brought back into the normal appropriations process.

Mr. DICKS. Okay.

Ms. BEZANSON. We'd like to work with you further on this.

Mr. DICKS. Sure.

Thank you very much. That was a very good summary and two very good statements. We appreciate it.

Ms. BEZANSON. Thank you very much.

Mr. DICKS. Thank you.

[The prepared statement of Ms. Janice Bezanson follows:]

TEXAS COMMITTEE ON NATURAL RESOURCES
601 WESTLAKE DRIVE
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(512) 327-4119

TESTIMONY TO THE HOUSE INTERIOR APPROPRIATIONS SUBCOMMITTEE

March 7, 1990

Re: Funding for Timber Management

By Janice Bezanson

Modern even-age management, the predominant method employed by the U.S. Forest Service to manage the 80 million acres of available commercial timberland in our national forests, is the most devastating form of continuous logging ever devised. Under even-age management, clearcutting and "site preparation" for replanting strip the forest of its vegetative cover, lay the soil bare, and dramatically increase erosion. Subsequent planting of even-age, single-species timber crops destroys the biological diversity of our native forests, eliminating wildlife habitat and ruining recreational opportunities.

In 1976, Congress passed the National Forest Management Act, limiting clearcutting to when it is determined by the Forest Service to be the "optimum method" for cutting, and other even-age cuts (variations on clearcutting) to when "appropriate". The Service has taken advantage of such discretionary language to continue clearcutting and even-age cuts without reduction on most national forests from coast to coast. Forest Service management plans issued in the late 80's on most of the national forests call for continued predominant clearcutting and other even-age cuts, in spite of strong citizen opposition.

The Forest Service continues to subject more and more of the national forest commercial timberland to even-age management, at a rate of more than one percent per year. Since 1964, it has passed the 25 percent mark in many forests. All the while, the Service is shifting its entire commercial timberland to its favored commercial species in each region. It is urgent that these practices be restrained as soon as possible if the remaining forests are to be saved from the evils of even-age management. Once demolished, a stand may never return to native diversity.

Clearcutting is not necessary for harvesting timber in our national forests. Under the environmentally preferable selection management system, individual trees scattered throughout an area are marked and cut for sale or culling, leaving an ever-improving stand to regenerate new trees naturally in the openings created by the cuts. Forest Service researchers have reported that selection management is more cost efficient and enjoys a higher benefit/cost ratio than even-age management. It avoids the high costs of site preparation and planting and produces a higher quantity and quality in sawlogs. Selection management is used by private foresters from coast to coast, for economic reasons and to maintain a healthy natural forest. According to expert testimony, the Forest Service could shift to the selection system within a few months.

The environmental degradation of clearcutting and other even-age management techniques cannot be sufficiently emphasized. Devastation of the native ecosystem reduces habitat, eliminating wildlife. Greatly-increased erosion dumps sediment in the streams, killing aquatic life. Soil and nutrient losses increase dramatically over selection management. Even-age forests show increased susceptibility to insects, diseases, and acid rain. Recreational values are drastically impaired. Reduced carbon storage in both the soil and the woody biomass contributes to the greenhouse effect.

Attached to my testimony is a draft amendment to limit funds expended on even-age management practices in national forests other than in Region 6 and Region 10 to no more than 50% of the total appropriated for timber management. Although many experts would advise a tighter restraint on even-age management by the Forest Service than 50%, it would serve as an important first step toward realignment of current excesses. Region 6 and Region 10 have been omitted because they are subject to special legislation, the Hatfield rider for Region 6, the Tongass bill for Region 10, and because of need for specific legislation regarding protection of ancient forests. Additional exceptions to the 50% limit proposed in the amendment are for timber stands significantly impaired by a major natural disaster and for stands already contracted to be logged by even-age practices.

Additionally, the draft amendment defines as even-age management practices any logging that creates an opening of one-fourth acre or more, to avoid the "group selection" loophole used by the Forest Service to pacify public protests. Group selection cuts of one-half to five acres are actually patch clearcuts and can be used to clearcut the same total acreage in the same period of time as larger cuts.

Since the Forest Service by focusing expenditures on even-age management has deviated from congresssional intent, it is appropriate for Congress to fulfill its intent through the appropriations process. Requiring the Service to shift to the more cost efficient selection management system on even a portion of its lands will reduce expenditures and make the entire Service more cost-effective.

Texas Committee on Natural Resources urges you to enact legislation to meet the intent of the attached amendment.

AMENDMENT TO APPROPRIATIONS ACT, FY 1991
Re: Funding Timber Management, U.S.D.A. Forest Service

Sec._____ In funds appropriated under this Act or otherwise available--

(1) The Secretary shall limit the funds expended in each national forest for even-age management practices, including reforestation, to no more than fifty (50) percent of the total appropriated for timber management;

(2) Excepted from Subsection (1) hereof, are--

(a) All national forests in Region 6 and Region 10;

(b) Each timber stand significantly impaired by a major natural disaster after October 1, 1988;

(c) Each timber stand on which the Forest Service has entered into a binding contractual agreement for logging, site preparation, or planting under even-age management prior to March 1, 1990;

(3) Logging that creates openings of one-fourth acre or more shall be included as one of the even-age management practices for which expenditures are limited under this section.

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESS

R. NEIL SAMPSON, EXECUTIVE VICE PRESIDENT, AMERICAN FORESTRY ASSOCIATION

Mr. DICKS. Neil Sampson, executive vice president of the American Forestry Association?

Go ahead, sir. How are you?

Mr. SAMPSON. Good. Thank you, Mr. Chairman.

Mr. DICKS. We'll put your statement in the record, and you have five minutes to proceed.

Mr. SAMPSON. Well, it's a pleasure to come in front of the committee this year and talk about a President's budget that isn't all zeroes in——

Mr. DICKS. Yes, exactly right.

Mr. SAMPSON [continuing]. The areas that we're interested in, but we still have some concerns with it. We have outlined them in our statement. We would like to touch on just a few of them.

The tree-planting initiative proposed by the President is going to be hugely popular with the American people, both landowners and community residents, we're convinced. We've been working with a program we call Global Relief for the last two years, and we can tell you that people out there are very concerned about the environment. They're very concerned about the trees and forests, but the interesting thing is people are ready to start doing something about it. They don't believe Government's the whole solution; they believe a lot of the solution lies in their hands. That's really encouraging.

There are parts of the State and private forestry program, unfortunately, that still propose to cut Federal funding, particularly in the cooperative fire, insect, and disease control areas, the tropical forestry initiative, and several of those areas. This is sort of a long-running battle between the Administration and the Hill as to whether these are Federal costs or State costs. We believe that Congress has been wise to keep those programs at the levels they've been at, Mr. Chairman, and we urge you to restore them.

We've looked at the below-cost sales test on the 12 national forests, but, quite frankly, most of the detail we've learned has come from people out in various parts of the country explaining why their forests shouldn't be a part of the test. So, in real truth, we're not really sure whether the details of this test—whether that's the right way to go about testing this issue. I guess all we've tried to say is that that's certainly an issue that needs to be laid to rest. The Forest Service needs to do what it can to demonstrate how to get around that issue and diffuse that somewhat.

We're really kind of concerned in the research area, Mr. Chairman, because of the imposition of new priorities which seem to bump out a lot of ongoing research that's really important. The new priorities are important, there's no doubt about it, but the problem with research is you can't turn it on and off again. The scientist years that are out there and the years of data that are out there that demonstrate what really goes on in forest ecosystems is an important reservoir of knowledge that we simply can't walk away from.

So, we've made specific recommendations in our testimony about that. We believe that that level of research needs to be restored to support ongoing research, and if these new priorities gain the kind of support up here that they seem to have gotten downtown, perhaps we can find a little bit of money to add on for it.

We thank you for the chance to be here.

Mr. DICKS. Well, what do you think of this new forestry?

Mr. SAMPSON. New forester?

Mr. DICKS. New forestry.

Mr. SAMPSON. Oh, okay. Jerry Franklin and——

Mr. DICKS. Yes, what do you think of that?

Mr. SAMPSON. Well, you know, you say a lot of things that we think make a lot of sense. They're not very new. There are a lot of ways to manage national forests, we think, between managing them as a wilderness, setting them aside as a wilderness, on the one hand, and managing them the way an intensive forest-managed tree farm would be managed, on the other hand.

We think he's pointing out some of those silvicultural ways that can, in fact, work; can work for commodities and keeping jobs out there, and at the same time retain an old growth structure or a character to that forest that's lost in the conversion to the traditional even-age management that we've done for 20 years or 30.

Mr. DICKS. What about—now Janice was just here. She kind of goes at your even-age management pretty heavily. It does make some sense if you think about diversity.

Mr. SAMPSON. Coming out of the Texas experience and if you go at it from diversity, it does make some sense. But, unfortunately, a lot of those stands just have to be managed on an even-age way. They may not have to be managed at the quantity and at the scale they've been done, but there are places where you've simply got to manage them in an even-age way.

Mr. DICKS. You can leave some green trees behind, can't you?

Mr. SAMPSON. That's what Jerry Franklin is saying. You can leave some of the down structure and——

Mr. DICKS. The down structure.

Mr. SAMPSON. We think he makes a great deal of sense.

Mr. DICKS. I do, too.

All right, thank you very much.

Mr. SAMPSON. Thank you.

Mr. DICKS. We're going to have to go vote, so it will be a few minutes.

[Recess taken.]

[The prepared statement of Mr. R. Neil Sampson follows:]

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Statement of

R. Neil Sampson
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Presented to the House Appropriations Committee
Subcommittee on Interior
March 7, 1990

SUMMARY:

* The Tree Planting Initiative proposed by the Administration is strongly supported by the Association; will be hugely popular with American landowners and community residents, as demonstrated by the success of AFA's Global ReLeaf campaign; and will have a strongly positive environmental impact that will place the United States in the forefront of international action for environmental improvement.

* In spite of some excellent additions, the State and Private Forestry program still proposes to greatly reduce or eliminate many aspects of cooperative fire, insect, and disease control. It also eliminates significant new initiatives promoting better stewardship on private lands, and stronger, more diverse rural economies. We believe these reductions to be unwise, and urge the Committee to re-instate them.

* The below-cost sales test on the 12 National Forests addresses a question that simply must be addressed. Whether it will provide answers that lead to a better-balanced, less-controversial management on the national forests, and whether the inevitable dislocations can be eased through the actions proposed, is not certain at this time. What is certain is that the agency needs to address the below-cost issue, and this looks like a constructive attempt.

* In forest research, the emphasis on climate change and environmental research is badly needed. We are concerned, however, that the rush to new priorities may see some equally important research projects, with a great amount of "sunk investment" in them, dropped as a result. We realize money is short, but it appears that the new priorities need to be added with less damage to some other aspects of ongoing research.

Mr. Chairman. Members of the Subcommittee.

I am Neil Sampson, Executive Vice President of the American Forestry Association. Our Association is the nation's oldest citizens conservation organization, promoting tree and forest conservation, and wise forest management for over a century. We are pleased to share some views with you today about the Forest Service budget proposal for Fiscal Year 1991.

The National Citizens Organization For Trees, Forests, and Forestry

Our greatest pleasure comes from seeing an Administration proposal that contains good news for the Nation's forest environments. President Bush has brought some new and innovative ideas for Congress to consider that we are convinced will result in significant improvements in trees and forests across America. It is a pleasure to support them, and urge you to include them in your budget recommendations.

The most creative of the President's proposals, in our view, is the "America the Beautiful" proposal that would direct $175 million to a new emphasis on tree planting and forest improvement. It is a program that will be strongly supported by a wide variety of individuals, corporations, and organizations across America, and that can result in changes in this nation's forests that will have positive environmental and economic impacts throughout the 21st Century.

The proposal picks up a theme that our Association has been promoting since 1988 as part of our Global ReLeaf campaign. In light of the uncertainties associated with the global environment, as evidenced by the scientific concern over the "greenhouse effect" and the potential for significant, and damaging, changes in global climate, we feel that it is time to begin action. Happily, there are actions we can take right now that can be truly positive. Planting trees and improving forest growth is the most cost-effective, easiest, and obvious. We must be careful not to portray the emphasis on trees and forests as being an ultimate solution to the greenhouse effect, or any other aspect of the environmental challenge. It is only one element, and only one part of a broad and complex array of actions that are required. But we should not let those who say it is not a total solution keep us from beginning to take positive action.

The President's Tree Planting Initiative proposes that $110 million per year be spent on rural tree planting, reforestation, and forest management efforts. We believe that amount can be justified, and can be effectively absorbed and efficiently used by the existing delivery system. Years of working together to provide forest landowners with technical and financial assistance has developed a partnership between the Department of Agriculture agencies and their state and local partners that can make such a new program work very well. We urge you to support the funding as proposed, and we will work with the agencies and the Committees of Congress as you devise the exact manner in which the program should be designed and implemented.

Likewise, the $30 million annually for urban and community trees will be effectively implemented by the partnership between the Forest Service, the State Forestry Agencies, Community and City agencies, other agency cooperators at the state and local level, and the private sector. We have been involved in a very productive urban and community forestry partnership for almost a decade now, and the major problem is the lack of resources for technical assistance, particularly to small communities that lack administrative capacity and technical skills. It is in these rural communities where a properly trained service forester, an understanding county agent, or a private professional can become a critical link in helping citizens improve their own environment.

We are left a little confused by the President's proposal to create a private foundation, funded by a one-time grant of $35 million, to promote private sector activity and involvement in the tree planting campaign. That sounds like a duplication of what AFA is already doing through the Global ReLeaf campaign. Although we would like some financial support as a means of expanding and accelerating our program in order to reach more citizens, businesses, and communities, it seems unnecessary to create another non-profit organization, with all the same basic costs of doing business, to do what we already know how to do and are doing.

In 1989, Mr. Chairman, as a direct result of the Global ReLeaf citizen education, private-sector fundraising, and community organizing, there were Global ReLeaf campaigns started in every state, and in thousands of communities. Eleven states have developed a formal state Global ReLeaf program, as have 101 communities, and the number grows each week. The state forestry agencies have pitched in by designating a Global ReLeaf State Coordinator in virtually every state, and we have over 150 cooperating private non-profit organizations who are dedicating their programs at the local level to tree planting and forest improvement. On the private sector front, we are working with nearly 50 business and industry firms, many of whom are in the Fortune 500 list, to develop national tree planting and educational campaigns.

These campaigns, and others like them, have made Global ReLeaf the fastest-growing, most widely-noticed conservation program in America today, Mr. Chairman. We think it underscores two facts. First, the American people will respond dramatically to the President's Community Tree Planting initiative. They already have swung into action -- the President's Initiative will help the federal and state agencies catch up with them. Second, the private sector coordination can be handled by existing private-sector programs such as Global ReLeaf, operated by organizations like the American Forestry Association. If there is to be a one-time infusion of federal support to draw out even more private sector contributions, it should be directed to those programs to allow them to build on existing foundations and proven successes.

In spite of our enthusiasm for the President's Tree Planting Initiative, there are some aspects of the State and Private Forestry proposal that we believe you should take a harder look at. We strongly support the increase in funding for insect and disease surveys on state and private forest lands, but funding for insect and disease suppression on these cooperative lands -- $10.6 million in 1990 -- was eliminated. In a similar vein, cooperative fire budgets were cut from over $14 million to only $4 million. And, the Forest Management and Utilization budget was cut nearly in half.

The Forest Resource Management budget was cut with the elimination of the Forest Stewardship Initiative and the Rural Development Initiative -- cuts that we would oppose, and we would urge the Committee to restore or even increase these programs, as the National Association of State Foresters recommends. It is heartening to see that neither the Nursery and Tree Improvement program or the Urban Forestry program was zeroed out in the President's budget, but both were cut. That is inconsistent with the additional pressure on those programs that will be created by the America the Beautiful program. In the "special projects" area, the Tropical Forestry Initiative has been dropped -- a serious mistake in light of the continued need for new knowledge and assistance in those critical forest regions.

On the National Forest portion of the Forest Service budget, the most noteworthy element appears to be the "below cost sales" test that will be run on 12 forests in 1991. There, commercial timber sales which do not return as much as the recent average of timber-related costs will be halted, and additional investments in recreation facilities will be made as one way of helping offset lost economic activity. It is certainly too early to see how this will work, and there is no doubt going to be considerable controversy in terms of its implementation, but we see it as a positive step needed to put a nagging public policy issue to rest. In addition, we hope the Congress will seriously consider the legislation attached to the below-cost sales test which would provide new authority to increase recreational fees on the public lands and to use those fees to assist the counties in replacing lost taxes due to public lands.

In general, Mr. Chairman, we commend the President for increasing recreation, fish and wildlife habitat management, range conservation, and soil, water and air management programs on the national forests. This is an important part of improving the management balance on these lands, and assuring that the whole resource base gets attention. We're also gratified by the President's land acquisition initiative in the American the Beautiful program which provides an additional $25 million this year to acquire important recreational and natural areas.

The President's budget proposes a reforestation program of 484,000 acres, the largest ever, but it does so on a reduced budget. Also, the acreage reforested in FY 1991 will result in only a minor net reduction in the total area needing reforestation -- over 1.2 million acres. We urge Congress to strengthen funding for this program to further reduce the reforestation "backlog."

We are also concerned, Mr. Chairman, with the proposed funding for emergency firefighting. The $118.6 million in the FY 1991 budget is the level recommended by the Forest Service's long-term analysis system, but it seems to overlook the fact that firefighting costs over the last three years have averaged more than $300 million. In addition, the budget does not address the $244 million debt still owed the K-V account for emergency firefighting over the last two years.

In the Forest Research budget, we are concerned with the real reductions that are proposed. The total budget is $148.7 million, down 2 percent from the current level. In addition, a significant re-programming has been done to allow more attention to global change and water quality research. While we support these latter subjects as high priority needs, we're concerned about the impact of the significant declines elsewhere. We think the research budget should be pegged at somewhere in the $180-190 million range, in order to allow for the continuation of important ongoing studies, while allowing expansion into the critical research needs associated with the forest management challenges posed by the potential for global climate change.

Finally, Mr. Chairman, I want to emphasize that this budget ignores the growing need for research, technical assistance and training in the area of tropical forestry. Last year Congress recognized this as a priority, and appropriated nearly $4 million for a new tropical forestry initiative. We believe that this initiative should be continued this year, and in the future. It is a critical area in which the Forest Service can provide worldwide assistance and leadership.

Mr. Chairman, President Bush clearly recognizes that this Nation cannot remain strong if it allows its sources of basic wealth to be destroyed. He is indicating, for the first time in almost a decade, that we must increase our investment in natural resource productivity, in the interests of national strength and security. We think some of the steps he is taking are tentative -- not going far enough fast enough. But now, Congress has the chance to re-evaluate and refine these proposals. We urge you to do take full advantage of that opportunity, and help point the way into a new "Environmental Decade" of the 1990's -- a decade where America rebuilds, restores, and renews its natural wealth -- and grows stronger and more at peace in the process.

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESS

KEITH A. ARGOW, PRESIDENT, THE NATIONAL WOODLAND OWNERS ASSOCIATION

Mr. DICKS. The National Woodland Owners Association, Keith Argow?

Mr. ARGOW. Thank you.

Mr. DICKS. Your statement will be put in the record, and you have five minutes to proceed.

Mr. ARGOW. Thank you, Mr. Chairman.

It's a pleasure to come up here today and reflect on a budget proposal that we have a lot to like. As Neil Sampson mentioned just before me in testimony, frankly, we'd be very proud to be associated with the American Forestry Association. There are a lot of things that we have fought zeroing out on for many years that have finally been recognized for their productivity, for their benefits, their long-term benefits, both to the environment and to the taxable income source, that we think merit a further look. We appreciate the role of this committee and the people across the country in supporting the return of what we consider equitable financing.

We, as you note from our information there— nonindustrial private forestry is, indeed, the major chunk of the future in the United States, albeit not in the Pacific Northwest; I understand that, Congressman. But, we're a big role in the Northwest as the national forest crunch gradually comes down.

As you can see from the chart taken from the background notes, 60 percent of the future wood supply in the United States will come from nonindustrial, private woodlands.

It is gratifying, as I commented, to refer to these budget proposals, and particularly the America the Beautiful initiative that the President has announced and his interest in planting trees. However, we urge this committee to look at this carefully and concentrate on the new money, not just reprogramming an already-tight S&BF budget. We understand the Administration has proposed it this way, but there are some areas where that hasn't quite come down yet because they're still developing their program.

We're particularly pleased to document for the record here the accomplishments of forest stewardship which this committee funded last year for the first time, an initiative primarily of the State foresters in association with landowners across the United States and the U.S. Forest Service.

We think the stewardship initiative is showing very dramatic and positive results. We feel it should be re-funded. We endorse the full funding as requested by State foresters of $25 million.

We also like the rural development initiative which this committee funded last year, and we recommend that be continued at $13.6 million, and then we basically have gone along with the Administration's recommended levels except for some finetuning: the Pinchot Institute, urban forestry, gypsy moth, and the small, but we think very critical program at Lake Tahoe regarding watershed, tied in with Public Law 586.

Just finally, we, too, address—have made a comment on the below-cost study because it's important to you that we be on record on it. It's fair. As woodland owners, we have not ever really taken a position on below-cost timber sales except when it can be documented that they are depressing the price that taxpaying landowners are receiving.

We all know just how difficult it is to document anything in the below-cost timber sales situation, but we do think that a study—maybe not the one OMB proposed, but a study to begin to look at alternative fundings for community stability is, indeed, appropriate. We would recommend—we endorse the concept, if not the specifics, the way it has been proposed in the President's budget.

Mr. DICKS. Okay.

Mr. ARGOW. Thank you.

Mr. DICKS. Thank you very much. That was a very succinct and good presentation.

Mr. ARGOW. We appreciate the support.

[The prepared statement of Mr. Keith A. Argow follows:]

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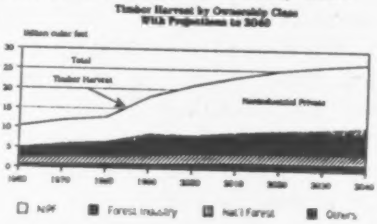
STATEMENT OF:
KEITH A. ARGOW, PRESIDENT

before the:
Subcommittee on Interior and Related Agencies
Committee on Appropriations
U.S. House of Representatives

Hearing on FY91 Appropriations--Forest Service, USDA--7 March 1990

Mr. Chairman:

My name is Keith A. Argow, President of the National Woodland Owners Association, a nationwide organization of non-industrial private forest owners (NIPF). As a group small woodland owners own 57% of American's timberlands. This is a very important figure. As can be seen on the chart these people and their woodlands are expected to grow *60% of the wood our nation will use in the future.* Our association is affiliated with 22 state woodland owner associations representing 33,000 members. We are working together to promote good forestry practice for society's, as well as our own, benefit. We appreciate the understanding this Subcommittee has demostrated on the importance of these woodlands to America's future.



It is gratifying to be able to to comment on positive budget proposals relating to non-industrial private forestry, especially the *America the Beautiful* proposal. On the whole, we support the efforts of the Administration. We urge, however, that these proposals be funded with "new money," not reprograming the already tight S&PF budget which has been carefully crafted over the years. We are also concerned that the L&WCF budget not be tapped for reasons other than intended and used so successfully.

Forest Pest Management: Fire and pest outbreaks know no land boundaries. The reduction proposed in for private lands. We recommend funding at last year's level ($52 million).

Cooperative Fire Protection: The budget proposal maintains a core national role, but deletes important cooperative funding with state agencies (which leverage these dollars many times over). We recommend Cooperative Fire funding at $15 million.

Forest Management and Utilization: This proposed budget is greatly improved and we support the Administration's request with the following suggestions:

FOREST STEWARDSHIP: After several years of discussion, the Congress funded this initiative at $5.9 million. While it is possible that elements of this program will be within the *America the Beautiful Initiative*, we think this new program should remain a line item with specific objectives. We support the NASF recommended funding of $25 mill.

RURAL DEVELOPMENT: We recommend this new initiative be funded at $13.6 million.

PINCHOT INSTITUTE: We recommend funding at last year's level: $200,000.

URBAN FORESTRY: We recommend funding at $5 million.

GYPSY MOTH: Funding should continue, either as a separate item, or in Pest Management.

LAKE TAHOE (PL 96-586): We support funding at last year's level: $1.4 million.

We support the remaining line items at the levels proposed, including marketing.

BELOW-COST STUDY: Our association has not taken a position on "below-cost" timber sales except when it can be documented that they are depressing the market stumpage price that landowners might otherwise be receiving. We think there is merit in the OMB proposal to study the issue, and test the funding alternatives for new community income sources.

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESSES

NATIONAL FOREST PRODUCTS ASSOCIATION PANEL

JOSEPH SAVERY, REGION 8 FOREST SERVICE TIMBER PURCHASERS COUNCIL

JAMES RILEY, INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION

JAMES GEISINGER, NORTHWEST FORESTRY ASSOCIATION

JOHN HEISSENBUTTEL, AMERICAN FOREST COUNCIL

Mr. DICKS. Now we'll have the National Forest Products Association panel: Joseph Savery, Jim Riley, Jim Geisinger, John Heissenbuttel. That's not quite right, but it was close. Where's Jim? I know Jim. Get up here.

How are you, sir?

Mr. SAVERY. Doing fine.

Mr. DICKS. We'll put your statement in the record, and you may proceed.

Mr. SAVERY. Okay. Thank you. My name is Joe Savery. I'm president of Mountain City Lumber Company, located in Laurel Bloomery, Tennessee. I'm here today testifying on behalf of Region 8 Forest Service Timber Purchasers Council, of which we are a member, based in Atlanta, Georgia.

U.S. demand for domestic lumber in solid wood forest products has remained strong through 1989. Looking to the future, with no recession in the forecast, the NFPA projects housing starts will number approximately 1.35 million units in 1990 and will increase to over 1.5 million units in 1991. These projections also forecast a continuation of the strong market for repair and remodeling which continues to stimulate the land for wood products in the face of a decline in the total housing starts.

Exports of finished wood products have been growing at a record clip, setting new highs every year. The value of wood exports jumped 13 percent last year, to over $6 billion. This shift resulted in the United States being a net exporter of forest products by about 400 million this past year.

A review of the timber program performance points out that over the last five years timber sales from the national forests and the BLM lands have not kept pace with the sustained high levels of harvest. For instance, at the close of fiscal year 1989, uncut timber under contract to purchasers stood at a record low level of 18.3 billion board feet. Just four short years ago, in 1985, the volume under contract was nearly twice that, at 38.1 billion board feet.

In previous years, Congress has enacted special appropriations to allow the Forest Service to refill this timber sale pipeline. However, considerably more needs to be done.

The Forest Service began the 1989 fiscal year with only about 48 percent of their proposed annual timber sale target prepared and ready for sale. At the start of fiscal year 1990, only 35 percent of the sales were ready to be sold. That's a continuing drop of 13 percent below last year's level.

In the 1991 Forest Service budget request, the administration reports a complete exhaustion of any shelf volume which could be drawn on in case of administrative appeals or some other delay.

The southern region continues to be plagued with a timber sales program which does not meet demand. The volume of Forest Service timber under contract in region 8 is critically low; currently, only about 1.28 years. Over the past four years, harvesting region 8, which is where we're located, although it is well below the ASQ, has exceeded timber sales offerings by 560 million board feet.

In addition to the southern situation, I would like to touch a little on the timber supply situation and funding needs for the Forest Service eastern region.

Mr. DICKS. You've got about a minute to go.

Mr. SAVERY. Okay. Demand for forest timber is strong in region 9. The forest products industry has made multibillion dollar investments to modernize, expand, and build new processing facilities through this eastern region. The industrial expansion has elevated the importance of wood supply on the national forest lands. The volume of timber under contract in region 9 has been eroded basically in the same way that it has in region 8 and nationwide.

In closing, my testimony today has tried to review the demand and the supply conditions in the national forests. We recommend that the subcommittee fund the timber sale program in region 9 at 879 million board feet and in region 8 at 1.388 billion board feet. Also, we recommend that this funding provide dollars to maintain this level of program in years beyond the fiscal year 1991.

These sales levels exactly match the annual allowable sale quantity of the completed national forest plans in these regions. We urge complete funding for all programs called for in the final forest plans. Only through this complete funding will the balance of uses described in the plans be achieved.

Mr. DICKS. Good. That was an excellent statement. We'll do our best.

Mr. RILEY. Mr. Chairman, I'm Jim Riley. I'll submit my full statement for the record and summary, as per your instructions.

Mr. DICKS. Okay.

Mr. RILEY. In understanding our funding requests, which are laid out in my statement, for the intermountain region of the Forest Service, it is important to recognize that our forest plans as required by the National Forest Management Act are fully complete. That's important to us because those plans represent much more to those of us in the State than just bureaucratic planning documents. The plans themselves are hard-fought agreements between ourselves, the Forest Service, and local interest groups of all sorts, and we just ask Congress to stand behind the need to fully implement all programs of those plans.

The 1991 budget makes some substantial gains, particularly in the areas of fish, wildlife, and recreation, and it has a small retreat for timber. I'd like to emphasize again our commitment to full financing of those plans to bring about those compromises as designed.

With regard to the timber programs themselves, in the intermountain west we face—we're on a precipice of a crisis, which I'm sure you're well aware of being from Washington, which is similar in concept, if not in magnitude. The volume of timber harvested from the national forests has been at fairly high levels for the last three years while the volume sold from Forest Service lands has continued to deteriorate, resulting in a record low volume under contract. We have some mills closed today or curtailed. We have people out of work. We just need very desperately to get these programs back on track.

Therefore, my statement recommends, strongly recommends, full financing for the allowing sale quantity levels in the plans, plus recovery of the accumulated backlogs that have occurred over years from selling those programs.

I'd also like to speak briefly to the need to restore the timber sale pipeline and special financing to get the Forest Service timber preparation process out of the current chaos its in. For the past three years we've had extensive fire seasons. That has diverted a lot of Forest Service normal timber processing. So we have a disruption in the preparation of timber sales. The Forest Service also has an extremely difficult time finding ways to resolve the disputes, appeals, and litigation that have been brought against their plans in some regard. So we have a very desperate situation; we would bring some stability to that.

Mr. Dicks. Are your plans done?

Mr. Riley. Yes, they are all done with one minor exception.

Last, I would just like to speak briefly to the below-cost sale initiative. We strongly oppose that initiative. Several of the hit list national forests are in the States that we represent, our association represents. I have testified before the House Agriculture Committee in this regard and extensively outlined the reasons for our objections, probably the most insulting of which is that the proposal clearly violates the entire intent and agreements reached through the national forest management planning process. Once we put these plans in place, now all of a sudden the Administration is retreating themselves from implementing the agreements as designed.

We would like to just add our voice, along with everybody else essentially who has testified, almost everybody else who has testified on this matter, strongly urging this subcommittee to remove this initiative from the 1991 budget proposal.

That concludes my summary. I would be happy to answer any questions.

Mr. Dicks. You've hit upon a lot of the major issues. Obviously, this is something we're going to follow very closely and we'll try to do our best to work out a balanced and fair approach to this problem.

Mr. Riley. Thank you. We look forward to working with you.

Mr. Dicks. Who's next?

Mr. Riley. Mr. Geisinger.

Mr. Dicks. Jim, go ahead.

Mr. Geisinger. Mr. Chairman, thank you for the opportunity to testify. My name is Jim Geisinger. I'm president of the Northwest Forestry Association.

I need to start by correcting for the record two words that appear in the title of my prepared testimony. On page 6, the word "gross" appears in that title twice. The word should be "net."

I found it very difficult preparing for this hearing today, Mr. Chairman. To speak to the 1991 appropriations bill and to talk about specific timber sale targets and region 6 is very difficult to do in the current environment that we're experiencing. We have so many unresolved political issues regarding the management of the national forests in our region that it makes it difficult to talk about funding levels. I know you are aware of most of these, but they include a debate over what the habitat requirements are of the northern spotted owl; initiatives to set aside old growth forests; new forestry concepts which you referred to earlier this afternoon.

Our forest plans are not completed yet, or the few that are under appeal. The preservation community has brought forward numerous proposals to reduce the timber sale program off of Federal lands in our region by up to 50 percent. Until these issues are resolved, it makes it very difficult to talk with any degree of seriousness about timber sale targets, but, nevertheless, I'll attempt to do so.

A lot of these problems have been addressed by numerous special interest groups who have come forward with solutions that we think, frankly, are very much bandaid approaches to solving the problem. We've heard about banning log exports, promoting tourism, and even the Forest Service has come up with something that they can't describe to us, but they call it the "Pacific Northwest Strategy," to help timber-dependent communities learn to get along without timber.

If I can leave you with at least one message this afternoon, it's that none of these solutions, either singly or collectively, can mitigate the catastrophic impacts that will occur if these issues aren't resolved in the very near future. Loosing 50 percent of our Federal timber supply will, beyond any doubt, destroy a large portion of the Northwest economy.

I would like to touch briefly on the status of last year's Section 318. We're growing increasingly concerned that the sale volumes specified in that measure are not going to be accomplished in fiscal year 1990. At the end of this month, three-quarters of the two-year period outlined in that amendment will have expired while over half of the volume still remains to be sold. Anything not advertised at the end of July is going to be subject to appeal and litigation that could extend the sale date well beyond October 1, and therefore won't be sold.

We do ask that, as a part of this year's appropriations bill, that it be specified that any 1990 volume not sold in 1990 be carried over to 1991 and be sold in addition to the 1991 volume.

Quickly, I'd like to outline specific targets we have in mind for region 6. We ask that 4,750,000,000 be prepared and offered. This is consistent with existing plans in effect today. I've also been asked of Congressman Lowery by Bill Dennison, who was not able to be here today, to comment briefly on the region 5 program where we would ask for 1,800,000,000 board feet. We think that's consistent with the catastrophic salvage situation in that State brought on by several years of drought. Also, in Alaska, in region 10, we would ask for a sale program of 450 million feet, which is consistent with an existing NFMA vintage forest plan in Alaska.

Just in closing, I'd like to tell you that the situation at home is quite critical. What little volume is being put on the market is being bid at rates that people cannot break even on in today's market. In many cases——

Mr. Dicks. We're going to get back into the same mess we got into before.

Mr. Geisinger. We're getting their very rapidly, Mr. Chairman, with people bidding $200, even $300 over the going market rate for timber with the theory being that it's better to have too expensive logs than no logs at all.

We're seeing curtailments in many mills. We're seeing some mills shut down completely. Just last week, we had a rash of mill owners announcing that their mills are for sale.

Mr. Dicks. The backlog is way down.

Mr. Geisinger. Volume under contract is at an all-time low in region 6. It is under 5 billion feet. I have to remind you again——

Mr. Dicks. What did it used to be, about 28?

Mr. Geisinger. It was up to 18—in our region it was up to 18 billion feet in the early part of the eighties. It was up to the area you refer to nationwide.

Mr. Dicks. That's right.

Mr. Geisinger. And this volume is not evenly distributed among purchasers. Some mills maybe have nine months or ten months of volume under contract; others don't have any.

Mr. Dicks. All right. What about the advance timber sale preparation? That's a big part of the problem, isn't it?

Mr. Geisinger. It's going to be a very critical part of the problem. I'm glad you asked that question. In order to meet the volume targets under Section 318, and the sales going through these advisory committees, the Forest Service is bringing forward sales from their 1991 and 1992 plans in order to propose less controversial sales. What they're doing is robbing from the future to satisfy the present. They need money to prepare volume to restore the pipelines so that they can conduct their sale program in the outyears.

Mr. Dicks. Okay, thank you. It was an excellent presentation.

We certainly understand the severity and difficulty that the industry is facing in the Northwest.

Yes, sir?

Mr. Heissenbuttel. Good afternoon. My name is John Heissenbuttel. I'm here representing the American Forest Council. I'm going to focus on a couple of different subjects. I'll make a few short remarks on Forest Service research, State and private forestry, and the President's tree-planting initiative.

We recommend an fiscal year 1991 funding level of $167.4 million for Forest Service research. We support the President's proposal for $175 million for a tree-planting initiative. We're in the process of finalizing our total funding recommendation for State and private forestry, but at this point we recommend $53.6 million funding for forest pest management and $14.8 million for fire protection. Those are consistent with base level funding.

We also have looked at the timber bridge initiative, think it's a good idea, and funding should be restored for that project at $2.7 million.

Under research, the Administration and the Forest Service are really to be commended for identifying six priority research areas and trying to get ahead of the issues. The problem with these six PRPs, as they call them, is they've been funded at the expense of the base research program. While the Administration has come up with a recommendation of about $148 million for Forest Service research, in fact, the base program, the long-term, existing, established program is only going to receive about $133 million.

Mr. DICKS. What are some of the things they do with the base program?

Mr. HEISSENBUTTEL. The base program? Probably most important to us is the longstanding forest inventory, which they target to do once every 10 years to inventory all the forest resources, evaluate them, as part of the RPA process, RPA program and assessment. With these cuts——

Mr. DICKS. Is that well done? Is that work well done?

Mr. HEISSENBUTTEL. They're getting better. It's the best system we have going. We fully support what they're doing out there. They work very closely with industry experts, other user groups, and the academic community to improve their forest inventory and analysis work. They've made great strides in the last couple of years toward that improvement.

We really have nothing bad to say about that program. It's critical to answering some of the long-term questions we have on global warming, on biological diversity, what have you. That base inventory data is what's needed. It's been going on for about 50 years and we need to support it, so that it keeps moving forward.

Now attached to my written statement is a resolution that the American Forest Council has developed that explains fully how we'd like to see the money divided, but essentially all the different research programs under the Forest Service budget need some help.

For State and private forestry, we think the most efficient and effective program to manage multi-State and regional forest management and protection programs is through the Federal Government. The State and private programs play a key role in transferring technology on forest management and protection to the private landowners. We really think the program has received a disproportionate reduction in the Administration's proposed fiscal year 1991 budget. It really has to be provided adequate funds to help protect the Nation's forests and encourage good stewardship.

Now as far as the President's tree-planting initiative goes, we support the program of promoting reforestation.

Mr. DICKS. Well, you don't support it if it means taking the money from all these other programs, do you?

Mr. HEISSENBUTTEL. We don't support it—we certainly do not support it if it means taking money from——

Mr. DICKS. Well, that's what it means. Look at the budget.

Mr. HEISSENBUTTEL. No, what we see it doing is reallocating and redirecting. We think that it can work——

Mr. DICKS. Do you like the cut in research?

Mr. HEISSENBUTTEL. No, I do not like the cut in research.

Mr. DICKS. If you had a new thing and you have to spend all this money for this new thing, and yet it takes some money out of research, you want us to do that?

Mr. HEISSENBUTTEL. Well, we'd have to balance one against the other.

Mr. DICKS. That's right. So you'd have to plant a few less and keep the research up; right?

Mr. HEISSENBUTTEL. What we're thinking is——

Mr. DICKS. Is that where your priorities are?

Mr. HEISSENBUTTEL. No, it's not. What we're thinking——

Mr. DICKS. You want both; right?

Mr. HEISSENBUTTEL. You got that right. [Laughter.]

Mr. LOWERY. Mr. Chairman, why should this witness be different from any other witness? [Laughter.]

Mr. DICKS. I just think we have to make this point. That's right. That's right—and all of our other committee work, too. We want it all.

Mr. HEISSENBUTTEL. I agree wholeheartedly, and I'm not going to say "read my lips." [Laughter.]

Mr. DICKS. Thank you.

Mr. HEISSENBUTTEL. Under research, what we'd like to take a look at is the research in general throughout the United States and see if there are some lower priority programs we can take a look at.

Under the tree-planting initiative, we think we need to pay attention to getting trees in the ground, managing them, and getting them ultimately to harvest. Over the next five decades we're going to experience a 50 percent increase in just domestic demand for timber. It's going to double internationally. We have to be a player. We have to make a commitment not only on Federal lands, but on State and private lands to meet that demand, so we're strong as a nation.

We shouldn't be thinking of trading one for the other. We should be thinking of both types of lands working together to make us a strong competitor.

Mr. DICKS. Good.

Mr. HEISSENBUTTEL. Just one point I'd like to touch on about the President's proposal for urban forestry under his tree-planting initiative: we have to take a look at environmental education and promote environmental education because it promotes an environmental ethic in our community and it will make our public want to plant trees instead of having to plant trees. Environmental education should really be a key component of the tree-planting initiative.

Thank you very much.

Mr. DICKS. Thank you.

[The prepared statements of Mr. Joseph Savery, Mr. James Riley, Mr. James Geisinger, and Mr. John Heissenbuttel follow:]

REGION 8
Forest Service Timber Purchasers Council
AN AFFILIATION OF PURCHASERS OF NATIONAL FOREST TIMBER IN THE SOUTHERN STATES
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STATEMENT FOR THE RECORD

OF

JOSEPH SAVERY

PRESIDENT

MOUNTAIN CITY LUMBER COMPANY

ON BEHALF OF THE

REGION 8 FOREST SERVICE TIMBER PURCHASERS COUNCIL

BEFORE THE

INTERIOR SUBCOMMITTEE

OF THE

APPROPRIATIONS COMMITTEE

OF THE

UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 7, 1990

I. Introduction.

Good afternoon. My name is Joseph Savery. I am President of the Mountain City Lumber Company in Laurel Bloomery, Tennessee. Mountain City Lumber is a small business enterprise that is highly dependent upon high quality timber from the Cherokee National Forest. The livelihood of 150 families are directly tied to our enterprise.

I am testifying today on behalf of the Region 8 Forest Service Timber Purchasers Council based in Atlanta, Georgia. The Council is an affiliation of the Southeastern Lumber Manufacturers Association (SLMA), the Southern Forest Products Association (SFPA), the National Forest Products Association (NFPA), and over 130 member companies who purchase federal timber in the South.

Today, I will provide an overview of national and international demand, and address the national forest timber supply situation. In addition, I will discuss the timber supply needs of the Southern and Eastern regions of the country.

II. While Many Events Have Conspired Through the Past Year To Stifle the Flow of Timber From the National Forests, Demand For Forest Products Remains Strong.

A. Domestically, the Repair and Remodelling Market Have Kept Domestic Lumber Demand Strong Even With Reduced Housing Starts.

The U.S. demand for domestic lumber and solid wood forest products remained strong throughout 1989. New residential housing starts account for approximately one-third of the total consumption of softwood lumber in the United States. This year, housing starts should number approximately 1.4 million units, down from the cyclical high of 1.8 million units in 1986. This decline in recent years has been principally in multi-family units. By contrast, single-family starts have exceeded 1 million units every year since 1983.

Most forecasts of housing demand suggest that the cycle has nearly bottomed out, and that new home construction will climb once again during the latter part of 1990 and beyond. With no recession in the forecast, NFPA projects housing starts will number approximately 1.35 million units in 1990, and will increase to over 1.5 million units in 1991.

NFPA's projection also forecasts a continuation of the strong market for repair and remodeling which continues to stimulate demand for wood products in the face of a decline in total housing starts. Repair and remodeling now accounts for nearly one-third of all softwood lumber demand. This compares with less than 20 percent a decade ago.

During the 1990's, the combination of a strong housing market, rising expenditures on repair and remodeling, and stable or slightly increasing demand for non-residential construction and industrial uses should keep domestic wood demand above the long-term trend.

B. The International Markets for Finished Forest Products Also Remains Strong.

Exports of finished wood products have been growing at a record clip, setting new highs every year. The value of wood exports jumped 13 percent last year to over $6 billion. This shift resulted in the U.S. being a net exporter of forest products by about $400 million last year. This is a positive development which underscores our country's potential to remain a net exporter of wood products throughout the 1990's. Because the nation continues to struggle for a more favorable balance of trade in general, such an accomplishment is particularly noteworthy. Attached to my statement is a brief prospectus entitled, Demand for Wood Products 1990 - 1995, prepared by the National Forest Products Association which describes in more detail the demand situation for wood products world-wide.

III. Supplies of National Forest and BLM Timber Have Clearly Not Kept Pace With the Raw Material Needs of the Industry.

A review of timber program performance points out that over the last five years, timber sales from the national forests and the BLM lands have not kept pace with sustained high levels of harvest. For instance, at the close of fiscal year 1989, uncut timber under contract to purchasers stood at the record low level of 18.3 billion board feet. Just four short years ago, volume under contract was nearly twice this amount at 38.1 billion board feet. In 1985, volume harvested and volume sold were nearly equal. Since that time, however, the timber sale program has failed to keep pace with harvests. In 1989, harvest of national forest timber totalled 11.6 billion board feet, whereas new sales fell to 8.4 billion board feet nationwide.

IV. To Correct This Situation, the Subcommittee Must Refill the Timber Sale "Pipeline."

While we very much appreciate the funding the Subcommittee provided last year for advanced timber sale preparation, we must unfortunately report that conditions today are worse than last year.

In previous years, Congress has enacted special appropriations to allow the Forest Service to refill the timber sale pipeline. However, considerably more needs to be done. The

Forest Service began the 1989 fiscal year with only 48 percent of their proposed annual timber sale target prepared and ready to sell. At the start of fiscal year 1990, only 35 percent of the sales were ready to be sold -- a drop of 13 percent below the low levels of fiscal year 1989. In the FY 1991 Forest Service budget request, the Administration reports a complete exhaustion of any "shelf volume" which could be drawn up in case of administrative appeals or some other sale delay.

The timber supply situation has not improved for additional reasons. The excess timber receipts allocated in the FY 1990 Interior Appropriations Act did not materialize. Funding for timber sales, road building, and non-timber resource programs was left at appropriated levels. Under this level of funding, timber sale pipeline replenishment was prohibited. We strongly recommend that as the Subcommittee prepares the FY 1991 timber sale appropriation, it insures funding to begin preparation of timber sales for offer in years beyond FY 1991.

V. Recent Forest Service Actions Point Out How Little the NFMA Forest Plans Mean.

The NFMA forest plans were developed with long analysis and extensive public involvement. From these plans came agreements on the balance of forest uses and output targets for Forest Service programs. The outputs called for in the forest plans represent a series of commitments as to how the Forest Service will manage the forests and the level of products the forests will produce. Implementation of the resource production balance contemplated in each forest plan rests with the Congress. Through the appropriations process, this Subcommittee and Congress determine the coming year's output targets.

Nationwide, we are finding examples of Forest Service managers abandoning their timber production targets as set by Congress. In many cases, we do not find a moral commitment to the forest plan agreements and targets.

NFPA recognizes the extraordinary compromises which form the basis for annual timber sale targets. In this light, we strongly urge the Subcommittee to provide full funding for all programs described in the NFMA forest plans. Such funding will secure the long-sought after balance in national forest uses.

Once the Congress provides funding to the Agency, Forest Service managers must make every conceivable effort to comply with the output targets. We find this compliance unfortunately elusive.

VI. Appeals and Litigation of Timber Sales Continue to Sap Timber Program Dollars and Staff Time.

Preservationist groups continue to conspire to misuse the Forest Service administrative appeals and litigation of timber sales to prevent attainment of Forest Service timber sale targets. This is not a new issue to the Subcommittee which negotiated the Section 318 compromise. Unfortunately, the situation has not improved, but become significantly worse in recent months. The issuance of the revised Forest Service administrative appeals rules in early 1989 have not helped appreciably.

Forest Service unit costs have increased dramatically as a result of increased documentation requirements, seriously threatening the economic viability of the timber sales program. Last year, 5 out of 9 Forest Service regions failed to meet the appropriated timber sale target as a result of administrative appeals or litigation.

The constant flow of administrative appeals and litigation has forced an illusive standard against which Forest Service managers must comply. As timber sale preparation continues, continuous administrative appeal decisions force the constant rework of timber sales under preparation. This continual rework becomes the true source of cost increases for Forest Service timber sales.

VII. The Red-Cockaded Woodpecker Provides a Clear Example of These Rapidly Changing Standards and Their dramatic effects on Forest Service's Timber Sale Program.

While the spotted owl/old-growth issue has drawn much of the Subcommittee's attention during last year's appropriations debate, the Red-Cockaded Woodpecker issue in the southern states has created its own havoc.

A. Under the Threat of Litigation Brought by Preservationists, the Forest Service Revised the FY 1989 Timber Sale Program in Region 8.

The Forest Service, reacting to Sierra Club Legal Defense Fund allegations that the Agency's Red-Cockaded Woodpecker guidelines were not adequate to protect the species, issued an interim policy restricting timber harvest near Red-Cockaded Woodpecker (RCW) colonies in 16 national forests located in nine southern states. This policy resulted in the renegotiation of 65 existing timber sale contracts which reduced the volume under these contracts by 20 percent during FY 1989. The Forest Service withdrew nearly 30 million board feet from existing timber sale contracts in FY 1989.

The Forest Service interim policy also threatens future timber availability in Region 8. The Agency estimates a 56 million board feet reduction in timber offered for sale during FY 1990, and a 25 million board feet loss in FY 1991 and any subsequent years in which the policy remains in effect.

B. **The Agency Acted Totally Outside the NFMA Forest Plans, and the Public Involvement Process mandated by law, in Creating and Implementing its Policy -- Without Material Benefit to the RCW.**

The Forest Service created and implemented a RCW policy without conformance with procedures required by law. The RCW policy constitutes a significant amendment to 16 national forest plans, yet it was adopted without the public participation and environmental analysis required for significant plan amendments by NFMA and implementing regulations, manuals, and handbooks. In addition, the Agency violated several other statutes in implementing its RCW policy, including the Endangered Species Act, the National Environmental Policy Act, and the Administrative Procedures Act.

Noted biologists believe that there are serious questions regarding whether the Forest Service's RCW policy will actually benefit the bird. In fact, the U.S. Fish and Wildlife Service reiterated in August of 1989 that management practices agreed to through formal consultation with the Forest Service in 1985, if implemented, would avoid jeopardy and eventually provide for recovery of the bird in stable or increasing populations.

Thus, as a result of a biologically unnecessary Forest Service RCW policy, timber harvest levels have been reduced and future timber sale offer levels placed in jeopardy. The RCW recovery rate is highly unlikely to improve beyond that which would be accomplished under the previous recovery plan.

VIII. Last year, Hurricane Hugo Flattened Acres of National Forest Timber. Funding for Salvage of Downed Timber is Necessary to Prevent Wildfires and Insect Outbreaks, and Recover Costs for Reforestation.

Hurricane Hugo slammed into the South Carolina coastline on September 21, 1989 severely destroying acres of timber on private ownerships and the Francis Marion National Forest. A total of 7.8 billion board feet of timber was damaged by Hugo, including 1 billion board feet of timber on the national forests. By contrast, the entire Forest Service Southern Region (Region 8) annual allowable sale quantity under the NFMA plans totals 1.388 billion board feet.

The timber blowdown caused by Hurricane Hugo, unless promptly salvaged, will provide insect breeding habitat and increased wildfire hazards. In addition to the loss of timber, Forest Service wildlife biologists have noted that prompt recovery of Hugo salvage will assist the viability of the Red-Cockaded Woodpecker in South Carolina.

The Forest Service and the state of South Carolina have begun a massive salvage program. I strongly recommend that the Subcommittee insure complete funding for the salvage of Forest Service timber damaged by Hurricane Hugo.

IX. The Region 8 Timber Sales and Harvest Levels Continue to be Substantially Under Demand Levels and the Regional Allowable Sale Quantity (ASQ).

The Southern region continues to be plagued with a timber sales program which does not meet demand. The volume of Forest Service timber under contract in Region 8 is critically low, currently about 1.28 years. Over the past four years, harvests in Region 8, although well below the ASQ, have exceeded timber sale offerings by 560 million board feet.

Even though the Region 8 forest plan ASQ's do not adequately reflect current or future demand for national forest timber, the regional ASQ is significantly above recent Congressional appropriation levels for the region's timber sale program.

In view of the salvage needs on the Francis Marion; strong stumpage prices for timber throughout the South; and the severe reduction in timber volume under contract to purchasers in the South, we recommend that the Subcommittee fund the Region 8 timber sales program at 1.388 billion board feet. Furthermore, we recommend that this funding provide dollars to maintain this level of program in years beyond FY 1991. The sales level of

1.388 exactly matches the annual allowable sale quantity of the completed national forest plans.

X. In Addition to the Southern Situation, I Would Like to Touch on the Timber Supply Situation and Funding Needs in the Forest Service Eastern Region.

A. Continued Expansion of the Lake States Forest Products Industry Continues to Drive Increased Demand for National Forest Timber.

Demand for national forest timber is strong and growing in Region 9 -- the Eastern Region. The forest products industry has made multi-billion dollar investments to modernize, expand, and build new processing facilities throughout the Eastern region. This industry expansion has elevated the importance of wood supply from national forest lands.

B. Timber Sales and Harvest Levels Continue Substantially Under the Regional ASQ.

The volume of timber under contract in Region 9 has eroded in much the same manner as in other Forest Service regions. The increase in forest-based manufacturing capacity in the region has contributed to this imbalance. Over the past four years, harvests in Region 9, although well below the ASQ, have exceeded timber sale offerings by 55 million board feet.

Even though the Region 9 forest plan ASQ's do not adequately reflect current or future demand for national forest timber, the regional ASQ level is significantly above recent Congressional appropriation levels for the region's timber sale program.

C. Due to High Demand, In Part a Result of an Expanding Industry in Region 9, Funding the Regional ASQ is the Appropriate Coarse of Action.

To meet the increased demand for national forest timber needed by an expanding forest products industry, we recommend the Region 9 timber sale program be funded at the full forest plan ASQ level -- 897 MMBF. This is an appropriate and necessary response to current demand.

XI. Closing.

In summary, both the domestic and international demand for American forest products remains strong. The national forests with their vast resources play a vital role in fulfilling America's demand for forest products. However, the national forest timber sale program is in serious trouble. The volume of unharvested timber under contract to purchasers has fallen to record low levels. Administrative appeals and litigation continue to stall the flow of timber from the national forests across the country.

My testimony today has reviewed the timber demand and supply conditions in the national forests in the Southern and Eastern regions. In regions, we recommend that the Subcommittee fund the timber sales program at 879 million board feet and 1.388 billion board feet respectively. Furthermore, we recommend that this funding provide dollars to maintain this level of program in years beyond FY 1991. These sales levels exactly match the annual allowable sale quantity of the completed national forest plans in these regions.

The completed national forest management plans in the Southern and Eastern regions present an agreed upon blend of resource outputs reached through extensive public involvement. We urge complete funding for all programs called for in the forest plans. Only through complete funding will the balance of uses described in the plans be achieved.

This concludes my prepared testimony, I would be happy to answer any questions the Subcommittee might have.

Demand for Wood Products

1990 - 1995

Prepared by:

National Forest Products Association
Washington, D.C.
February 1990

Wood Products Demand: A Brief Prospectus

SUMMARY POINTS

- U.S. lumber demand remains very strong despite the reduction in housing starts since 1986.
- Domestic demand for softwood lumber was estimated to be 47 billion board feet in 1989. Demand for structural panels exceeded 27 billion square feet.
- The outlook for the 1990's is continued high demand for wood products at or above current levels.
- Projections for wood products are consistent with housing start forecasts of 1.5 million units on average.
- Repair and remodeling accounts for a third of wood products demand, much higher than a decade ago.
- The U.S. wood products industry has the manufacturing capacity to supply a greater share of its own market, and has the potential to increase exports of wood products.
- Timber supply is the critical element in supplying the U.S. with products at affordable prices and in being competitive internationally.
- In 1986, the National Forest System contained 41 percent of the softwood timber, but supplied only 18 percent of the annual harvest in the United States.
- Despite the Hatfield/Adams amendment in the FY 1990 appropriations, the Forest Service has been unable to fill the pipeline.
- Timber prices are rising dramatically. Timber prices in the Pacific Northwest now exceed the current market price of lumber on a volume equivalent basis.
- Higher timber costs will either be passed through to the marketplace, or producing mills will go out of business. If the latter occurs, fewer competitors could also mean higher market prices.

Demand for Wood Products 1990 - 1995
A Brief Prospectus

Demand for wood products reached a new, and higher, plateau during the second half of the 1980's. As one indicator of total wood products demand, consumption of softwood lumber in the United States has averaged 47 billion board feet since 1985. This is the highest five year average in modern times. Demand for structural panels and other wood products has also experienced a similar trend.

The outlook is for continuing high domestic demand for wood products, approaching or surpassing the annual records set in this decade. Export shipments should also add to overall demand for U.S. wood products. While accounting for only about 7 percent of total shipments, softwood lumber exports contribute favorably to the U.S. trade balance. If coupled with stable or reduced reliance on lumber imports, the United States could experience a sustained period of positive trade balances in wood products.

Elements of Domestic Demand

New residential housing accounts for approximately one-third of the total consumption of softwood lumber in the United States. Last year, housing starts numbered approximately 1.4 million units, down from the cyclical high of 1.8 million units in 1986. The decline in recent years has been principally in multi-family units; single-family starts have been exceeding 1 million units every year since 1983. These new homes are using more wood because they are larger, on average, and contain more wooden amenities and materials. Wood is the preferred building material for housing in the United States.

Most forecasts of housing demand suggest that the cycle has nearly bottomed out and the housing sector will experience higher activity toward the latter part of 1990 and beyond. With no recession in the forecast, a cooler economy in 1990 will tend to bring lower interest rates in response, and thus benefit housing. Housing starts should number approximately 1.35 million units in 1990, but recover thereafter to over 1.5 million units in the following year.

Repair and remodeling now accounts for nearly a third of all softwood lumber demand. This compares with less than 20 percent a decade ago. Last year, homeowners spent over $105 billion on improvements and upkeep. Of this amount, an estimated $47 billion was spent on renovations and additions to existing structures. This market for wood products has been growing at well over 10 percent per year in constant (inflation-adjusted) dollars.

The strong market for repair and remodeling helps to explain why demand for wood products has grown in the face of a decline in total housing starts. Changing lifestyles and an aging housing stock are among the factors contributing to increased repair and remodeling expenditures. Of the nearly 100 million housing units in the United States, nearly two-thirds are over twenty years old.

The balance of domestic demand for softwood lumber is accounted for by non-residential construction, industrial and other uses. Each of these segments has also experienced and should continue to experience elevated requirements for wood products.

The combination of a steady housing market, rising expenditures on repair and remodeling, and stable or slightly increasing demand for non-residential construction and industrial uses should keep domestic wood demand elevated into the 1990's.

Wood Products Exports

With exports valued at over $6 billion in 1989, the United States became a net exporter of wood products for the first time since 1980. The total value of lumber and wood products exports increased 13 percent and set a new industry record for the third year in a row. Exports exceeded imports by $430 million. The value of softwood lumber exports alone during 1989 increased better than 24 percent. Similar gains were experienced in all wood product categories.

This impressive performance has been possible despite the presence of major trade obstacles to U.S. trade in wood products. The prospects for increasing U.S. market share overseas are extremely favorable given the high rate of economic growth in most industrialized and newly industrialized countries and the competitiveness of U.S. wood products manufacturing compared to other suppliers. Total world demand for wood products is expected to increase by at least 50 percent during the next decade.

U.S. exports of wood products are expected to grow on average 10 percent per year annually through 1995, provided trade barriers are reduced in major consuming countries, and domestic timber supply is not constrained to the point of reducing the competitiveness of U.S. wood products manufacturing. That would place U.S. exports at $10 billion by the end of the period. Importantly, greater volumes of lumber and value-added wood products will be exported. The expanding export trade, coupled with stable or declining imports, can make the U.S. a net exporter of wood products throughout the 1990's.

Elements of Lumber Supply

Sixty percent of U.S. shipments of softwood lumber originate in the western regions, the area of the country most dependent upon timber sales from the national forests. About 35 percent of domestic softwood lumber supply is produced in the South, and 5 percent is manufactured in the northern and northeast states.

While supplying the vast majority of its total wood consumption from domestic sources, the U.S. imports a significant volume of softwood lumber from Canada. Last year, an estimated 29 percent of total domestic softwood lumber demand was accounted for by imports. This was down from a peak of 33 percent in 1985, before an agreement was reached with Canada on softwood lumber trade.

Reductions in domestic timber supply potentially affect the trade balance in wood products in two ways. First, constraints on timber supply reduce the competitiveness of U.S. lumber and plywood manufacturers in world markets. Second, higher raw material costs would also result in a greater volume of imports.

Wood Products Supply/Demand

What all this means is that U.S. producers can expect healthy markets for wood products domestically and abroad during the next five year period and beyond. However, U.S. constraints on timber supply, particularly in the western region, would severely impact the ability of U.S. producers to satisfy these needs at non-inflationary prices.

The United States has made great strides in reducing its dependency on lumber imports, and, in fact, is increasing exports. The more constraints that are placed on timber supply in the Pacific Northwest, or other regions, the less competitive becomes the U.S. wood products industry. The key to increasing U.S. competitiveness of processed wood products is to provide a greater, more secure and stable supply of raw material to the industry. The public lands play a key role in making the U.S. competitive in world markets.

Importance of the Forest Service Timber Program

Nationally, the Forest Service owns 41 percent of the softwood timber inventory, yet supplies only 18 percent of the nation's softwood timber harvest. The Forest Service also accounts for 13 percent of the hardwood harvest. However, these numbers belie the importance of the Forest Service timber program locally. In many western states, the Forest Service is the primary land owner, strategically controlling timber supplies.

In addition to providing substantial volumes of timber, the Forest Service timber program returns millions of dollars in 25 Percent Fund payments to states. In FY 1988, the program returned $302 million to local counties for schools and roads.

Volume Under Contract is at Record Low Levels

Appropriations for the Forest Service timber program have failed to keep pace with harvests from the national forests. These reduce funding levels place the program at risk. Since FY 1985, Forest Service timber sale levels have lagged behind harvests. Table A displays this disparity:

Table A

Year	Harvest in Billions of Board Feet	Sales in Billions of Board Feet	Volume Under Contract to Purchasers (BBF)
1985	10.9	10.8	38.1
1986	11.8	11.0	26.0
1987	12.7	11.3	25.1
1988	12.6	11.0	21.8
1989	11.6	8.4	18.3

At the close of the FY 1989 fiscal year, uncut timber under contract to purchasers stood at the record low level of 18.3 billion board feet. The harvest and supply imbalance is especially critical on many of the western Oregon and Washington national forests. For example, at the close of FY 1989, on the Mount Hood National Forest, uncut timber volume under contract to purchasers was 280 million board feet. In contrast, the FY 1989 harvest totalled 553 million board feet. Such low volumes under contract make it virtually impossible for producers to obtain capital to pay for equipment modernization and improvements which allow them to remain competitive in world markets.

The Forest Service Timber Sale Pipeline

The extremely low volume under contract is exacerbated by the inability of the Forest Service to refill the timber sale preparation pipeline. Preparation of a Forest Service timber sale takes between 3 to 5 years of advanced work. Forest Service crews generally prepare sales a year or two in advance of sale. Ideally, the agency would have all (100 percent) of the sales scheduled for sale in a fiscal year fully prepared at the beginning of the year.

Recent Forest Service performance falls far short of this goal. In FY 1989, the Forest Service entered the fiscal year with a mere 45 percent of the year's timber sales ready for sale. The agency's field crews were thus forced to concentrate on completing preparation of the 1989 sales rather than preparing sales for 1991. Compounding last year's shortfall, the Forest Service entered FY 1990 with only 40 percent of the scheduled timber sales fully prepared.

Rising Forest Service Stumpage Prices

Rising Forest Service stumpage prices clearly demonstrate the increased shortage of logs. A review of timber prices throughout the western states points out the strong market for forest products and the increased demand for Forest Service timber.

Stumpage prices for timber purchased from national forests in the northern Rocky Mountains have almost tripled since 1987, rising from $41 per thousand board feet to $112 per thousand board feet. Timber stumpage prices in many other parts of the West have more than doubled in the same period.

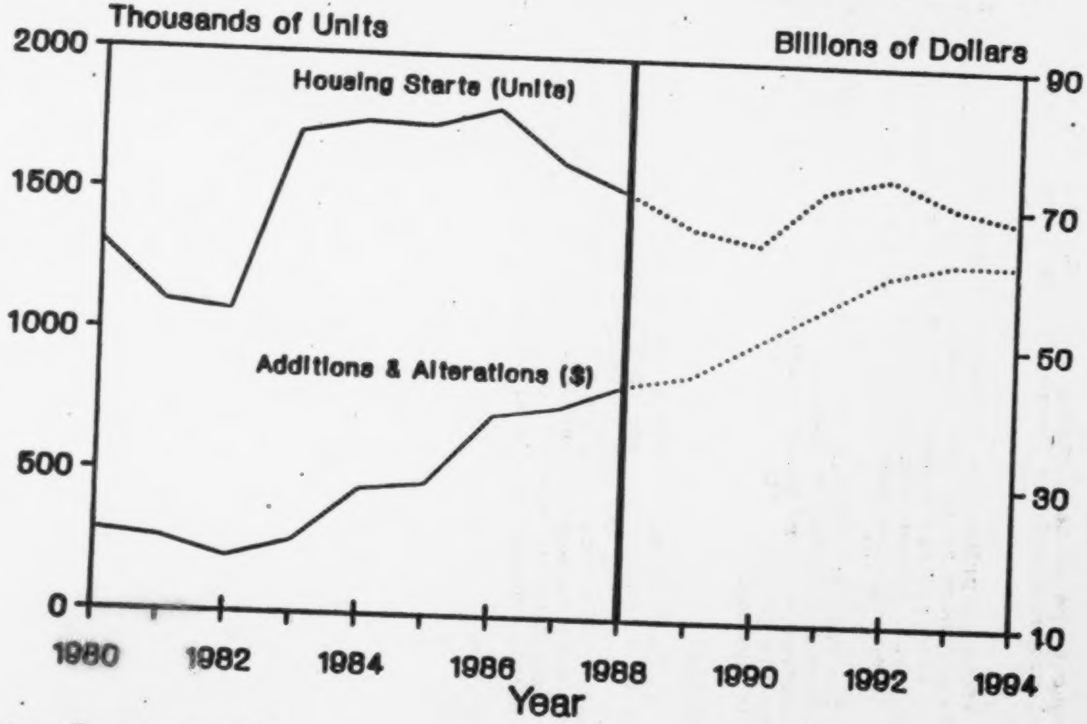
The rise in stumpage prices is so drastic that consumers will soon experience dramatic increases in wood product prices, or, alternately, national forest timber won't be operable at any reasonable profit. This will squeeze producers and may put many out of business.

Conclusion

In conclusion, domestic and international demand for forest products continues at near record levels. The export of finished lumber products, and the globally-competitive production of forest products to fully meet our domestic needs provide an opportunity to enhance our international trade balance. To meet this opportunity, however, the national forests must provide a dependable, economic, timber supply to producers.

Chart 1

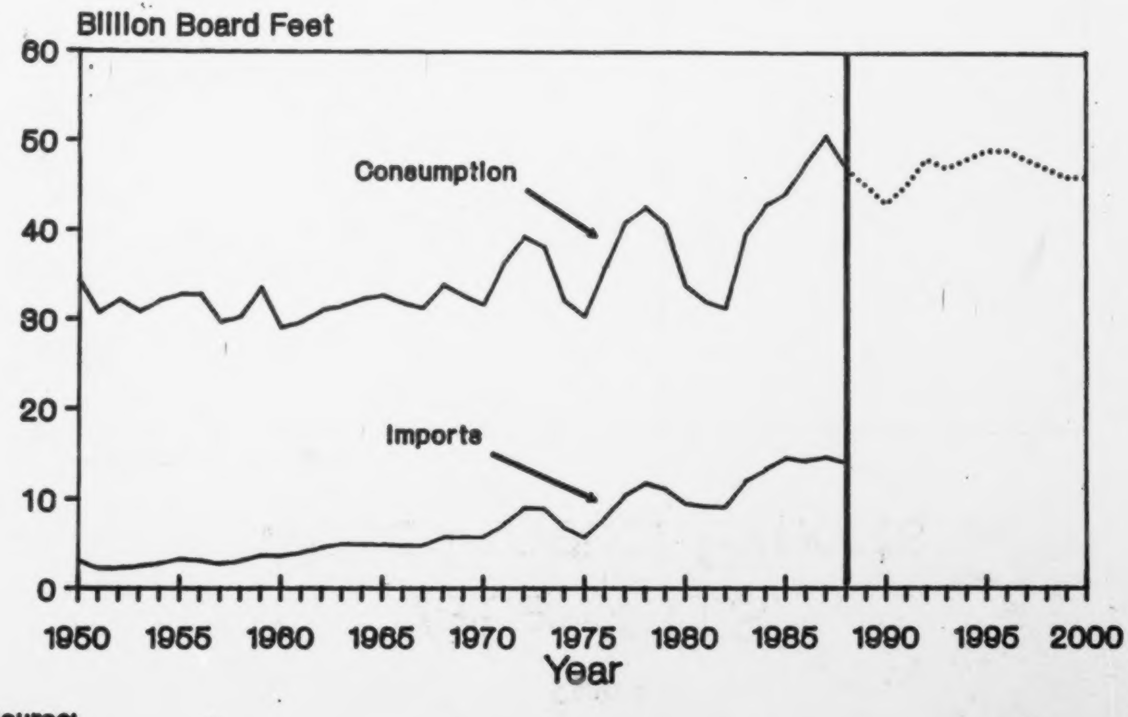
Softwood Lumber Demand Indicators



Source: Commerce; NFPA

Chart 2

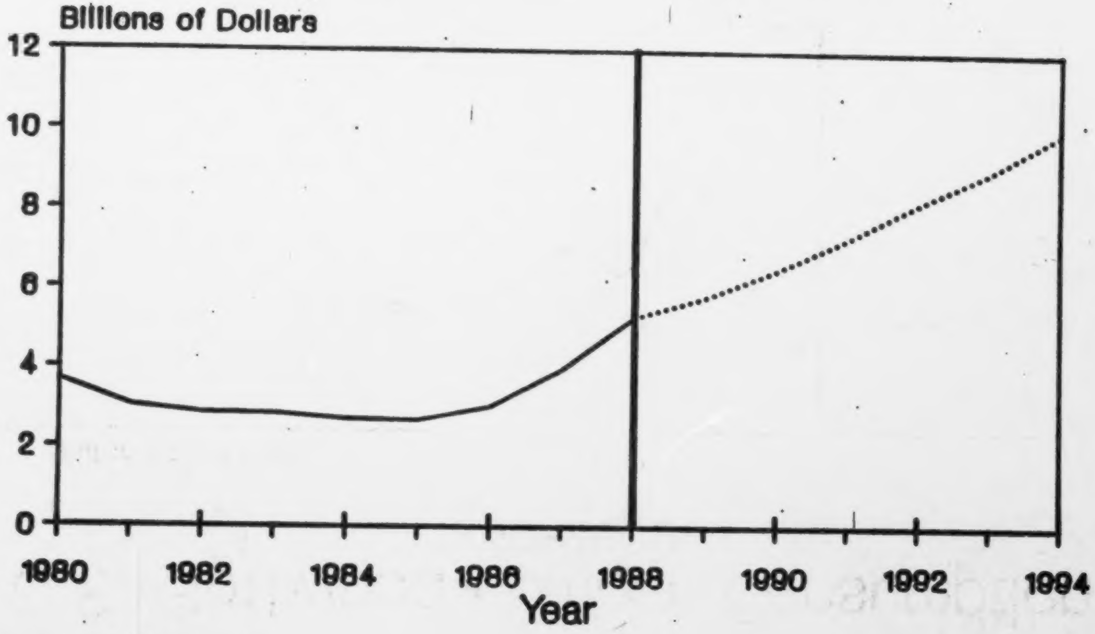
U.S. Softwood Lumber Consumption
1950-2000



Source:

Chart 3

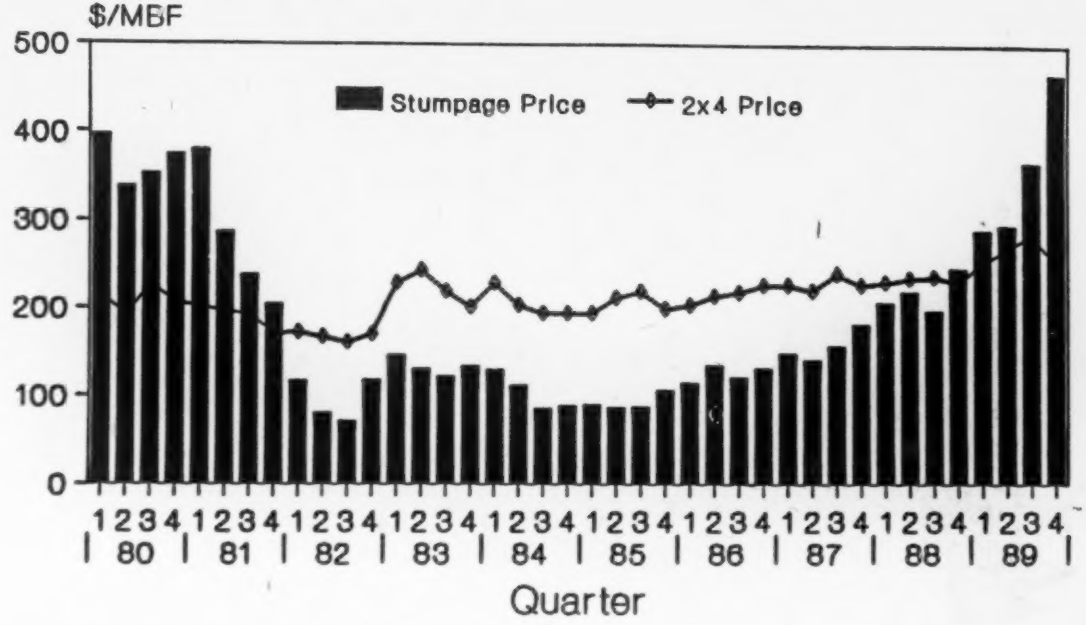
Value of U.S. Wood Product Exports



Source: FAS/Commerce

Chart 4

Avg. Stumpage and Douglas Fir 2 x 4 Prices



Sources: Random Lengths; Timber Data Co.
Note: R-6; K-D, Std. & Btr.

INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION

STATEMENT FOR THE RECORD

OF

JAMES S. RILEY

EXECUTIVE VICE PRESIDENT

INTERMOUNTAIN FOREST INDUSTRY ASSOCIATION

BEFORE

SUBCOMMITTEE ON INTERIOR APPROPRIATIONS

COMMITTEE ON APPROPRIATIONS

OF THE

UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 7, 1990

703 Lakeside Avenue • Coeur d'Alene, Idaho 83814 • (208) 667-4641

I. Introduction

Good afternoon. I would like to thank the members of the Subcommittee for allowing me to testify today. I am James S. Riley, Executive Vice President of the Intermountain Forest Industry Association located in Coeur D'Alene, Idaho and I am here to testify concerning the USDA Forest Service's fiscal 1991 timber budget.

IFIA is an association of forest products manufactures in Colorado, Idaho, Montana, South Dakota, Utah, and Wyoming. All of our members are dependant in whole or in part, on the National Forests in these states for their source of raw material supply.

In the preceding statement Mr. Joseph Savory described the continued strong demand for softwood timber. The regions I represent, are in the mist of a timber availability crisis. A crisis which could be avoided, if the Forest Service would make a concerted effort to meet the allowable sale quantities prescribed in the respective forest plans of the four intermountain regions. In order for the agency to meet these forest plan targets they must receive adequate timber sale program funding.

As in the past, Intermountain Forest Industry Association urges Congress to fully fund all resource programs so that all forest plan commitments may be met.

II. There is a Timber Availability Crisis in the Rocky Mountain, Intermountain, Northern, and Southwestern Regions of the National Forest System.

A. Record Levels of Demand are Being Experienced.

Demand for commercial timber in the seven states within the intermountain regions continues to be near historical high levels. As the attached data in appendix one indicates, funding for timber programs in the intermountain regions has failed to meet allowable sale quantity levels prescribed in the related forest plans. While demand for Forest Service timber, as expressed by recent harvest levels, nearly equalled the cumulative allowable sale quantity. Over the last five years the combined timber harvests off national forest lands in these regions has exceeded the volume sold by over one billion board feet (see appendix 1). Data for sawtimber, the primary product many of my association members purchase, suggests a critical shortage of timber being offered from national forest lands even though the forest plans indicate that an adequate supply should be available.

B. Volume Under Contract Lowest in History.

Over the last five years the Forest Service has not been budgeted to prepare and offer enough volume to meet market demand. As a result, there has been a steady deterioration of timber volumes under contract. This situation has continued to intensify over this last year, particularly for the sawtimber portion of the program. Timber volume under contract is one of the critical factors a manufacturer examines when deciding whether or not to invest in mill improvements, and bankers examine when deciding to finance capital investment in the industry. Volumes under contract in the intermountain regions are critically low with many forests showing less than one years volume under contract. Some, like the Beaverhead in Montana have none! Unless something is done in this budget cycle to fund the forests so they can offer more timber volume, the timber industry as well as the small communities in the intermountain west face major economic disruption.

C. Forest Have Failed to Even Meet Assigned Targets.

Many of the forests in these regions have been unable to meet the timber volume targets Congress the agency assigned them. The Northern Region (R-1) missed their assigned sawtimber target by more than twenty-five percent this past year. Without adequate volumes under contract a purchaser/manufacturer becomes trapped in a death spiral that results in permanent mill closure. Ironically the National Forests in the intermountain regions could have offered and sold timber volumes very nearly equal to the proven demand, had their forest plans been fully funded. The combined allowable sale quantity over the last five years for the four regions was 11.95 billion board feet. Industry expressed a cumulative demand, through its proven harvest rate, for 11.71 billion board feet of timber over the same period of time. Current regulation allows the forests to modify the amount of volume offered on a year to year basis to meet increased demand as long as the decadal allowable sale quantity limit is not exceeded.

D. Stumpage Rates Have Never Been Higher.

Stumpage rates have increased exponentially over the last five years in the intermountain west. The weighted average value paid for all timber offered in these four regions has increased by 368% over the last five years. Sawtimber prices have shown the largest increase with the average price paid for sawtimber having nearly doubled in the last year alone. This increase occurred even though much of the volume sold involved salvage of timber burned in 1988. If the agency had offered green sawtimber, in place of the salvage timber the average prices may have gone even higher. Given the regulatory flexibility and agency direction to increase timber offer in high markets, one would think we would see the agency asking to offer more timber in these regions, not less. Sawtimber prices are as high as they have ever been -- volume under contract is as low as it has ever been -- the agency has the ability and authority to offer more timber volume provided available funding.

III. Continued Appeals and Litigation Over Timber Sales and Forest Plans Heavily Impacts the Agency's Costs of Doing Business and Have Stalled Large Portions of the Agency's Timber Sale Program in the Intermountain West.

A. Environmentalists Target Forests to Disrupt the Timber Sale Process.

Senator Packwood of Oregon recently said "the tactic of delay has been as powerful a weapon as has winning on the merits" to describe the deluge of administrative appeals and litigation related to National Forest timber sale programs. We in the intermountain west have had the unfortunate opportunity to fully understand what obstructionists can do when they set their mind to stopping a program.

It has become a common practice of environmental groups, who are unhappy with final forest plan direction, to appeal every timber sale a forest puts up. Time after time we have seen timber program on targeted forest grind to a halt. This has occurred on forest all across the country, the Beaverhead & Gallatin in Montana, Sierra in California, Wayne-Hoosier in Ohio and Indiana, and Grand Mesa, Uncompahgre, & Gunnision in Colorado to name a few.

B. Appeal and Delays Increase Costs.

This shut-down of the timber program, through appeals and litigation, results in some interesting institutional responses by the agency. In an effort to answer the appeals, the Forest Service generally bring on more personnel to: (1) answer the appeals; (2) develop more in depth environmental documentation; and (3) rework the existing forest plan to reflect the "new" public concern. In many cases this has increased the cost of preparing a timber sale to ridiculous levels. On most intermountain forests, the Forest Service now projects planning and litigation costs account for 50% of the total cost to prepare a timber sale. Think of this in terms of building your home. Is it reasonable to spend half of your total investment in the design stage?

If you examine the average cost of developing and environmental impact statement (EIS) versus an environmental assessment (EA), you will find the cost of an EIS is three or four times that of the EA. Most of the forests in the intermountain west are now developing environmental impact statements for every proposed entry into roadless areas. This is not occurring because these roadless areas are anymore environmentally sensitive than projects proposed for roaded areas. It is because the agency wants to develop appeal proof documents. Does it make sense to spend an average of $400,000 per EIS when the roadless areas are no more complicated than other areas the agency is successfully managing?

C. "Monkey Wrenching" Causes Re-examination by Congress.

The Forest Service has been confronted by a dramatically increasing number of appeals and related litigation. As a consequence, the Forest Service has been forced to delay the usual work associated with the preparation of timber sales and to redirect efforts to the processing of appeals and court challenges. Many timber sale proposals are now being reworked several times in an attempt to resolve these challenges. Although some may argue that the challenges and subsequent refinements are leading to better sales, I believe the legal challenges are primarily designed to "monkey wrench" the orderly timber sale planning process so new sales will not be consummated. These efforts have been frightfully successful, as the growing timber supply crisis in the West attests. The full dimension of this problem is currently being investigated by the authorizing committees of Congress.

IV. The OMB Below-Cost Timber Sale Initiative is a Half-Baked Social Engineering Experiment Which Will Disrupt the Economic Fabric of Many of the Rural Economies in the Intermountain West.

A. Below-Cost Timber Sale Initiative Opposed.

We are opposed to this initiative. - It makes no sense economically - It will result in poor land management decisions and will destroy local economies - It subverts the forest planning process and results in a permanent change of land management direction - And it will unfairly reduce timber harvests on forests that support small family owned businesses.

Forest Service data, and testimony, indicate that this initiative will result in less total jobs and related income to the combined timber/recreations programs. Many of the forests included in the test do not even have the potential of drawing increased recreation due to their distance from urban areas.

B. Initiative Results in Voodoo Forestry.

The very existence of this initiative has adversely effected wise resource management. The Grand Mesa, Uncompahgre, & Gunnision National Forest (GMUG) recently backed away from treating a major ponderosa pine bark beetle epidemic on the Uncompahgre Plateau due to the Forest Supervisor's mistaken belief that the below-cost sale initiative would preclude timber management that might not make money. Even though local environmentalists, timber purchasers, and other interested parties urged harvest of the insect infested stands, the supervisor has delayed any decision until next fall. His logic is interesting and helps explain why the below-cost sale initiative is so wrong and so destructive.

Harvest of the insect damaged timber on the Uncompahgre Plateau would require replanting. Replanting is very expensive and would result in below-cost timber sales. The Supervisor has told timber industry representatives that he would rather chance letting the epidemic run its course -- leaving the Plateau unmanaged, than salvaging the timber and having to explain the below-cost nature of the management. In essence he would rather leave the trees to die and forgo regenerating the stands than tell the congress he made an investment to create a new forest for future generations. Our President was once fond of saying that democrats proposals were voodoo economics. Well sadly, using the GMUG as an example, the below-cost timber sale initiative has resulted in voodoo land management.

C. Small Businesses Already Being Impacted by Initiative.

The small business operators in the intermountain area will be the first to be impacted by the below-cost timber sale initiative. In fact they already have been. A small locally owned bank in Kremmling, Colorado with two other branch offices in neighboring towns has already announced to the local loggers and small mill owners that it will not make loans to them until the President's below-cost sale initiative is resolved. The mere uncertainty on whether the Arapaho/Roosevelt and White River National Forests might be impacted by the initiative has foreclosed one of the small businessman's opportunities to finance their business needs.

D. Initiative Supersedes Forest Planning Process.

This initiative, if passed, will supersede the existing forest planning process. Depending which forest are included, it will violate a public trust developed through long hours of negotiations on a number of forest plan appeal settlement agreements. At least three of the forests on the current hit list have negotiated forest plan settlement agreements. It is improper for the Administration to suggest an initiative that ignores solutions hammered out at the local level. Not only is this a violation of the moral, and perhaps legal commitments, it send the message that compromise is bad and that investing in negotiated forest plan appeal settlement agreements is a waste of time.

F. Initiative is Opposed by More Than Industry.

Over the last several weeks the House Forest, Family Farms, and Energy Subcommittee of the Agriculture Committee has held an extensive set of hearings, and plans further investigations, on this issue. State government officials, Senators, and other interested members of the public all testified in opposition to the initiative. The Subcommittee has indicated their intention to address this issue. We believe the Subcommittee, after further review and investigation, will formulate a revised policy for the Forest Service to address the below-cost timber sale issue.

V. In View of Continued Strong Demand for Forest Service Timber, We Recommend the Subcommittee Fund the Regions 1,2,3, and 4 Timber Programs at the Following Levels.

IFIA continues its long standing policy of supporting full funding for all facets of the existing forest plans. We urge Congress to fund all resource programs such that the forests in the intermountain west can meet all resource commitments agreed to in the final forest plans.

Northern Region (R-1) Funding Request

In the Northern Region (R-1) we recommend a timber sale program of 1,350 million board feet. This figure represents the allowable sale quantity listed in the forest plan plus 230 million board feet of additional volume to allow the agency to begin to make up the back log of unoffered timber sales. Demand for sawtimber in the region is extremely high, the bid prices for timber have been higher than any time over the last twenty years, and most importantly the mills in the region are in desperate need of the volume to keep operating. Without this infusion of volume some mills in Montana and Northern Idaho will be faced with permanent shut-down.

Rocky Mountain Region (R-2) Funding Request

In the Rocky Mountain Region (R-2) we recommend a timber sale program of 480 million board feet. This represent the normal allowable sale quantity plus one fifth the unsold backlog of unoffered timber sales allowed under the current forest plans. Timber harvest rates are at all time record levels. Demand and the price being paid for the timber sold in the region indicate that additional volume will benefit the purchasers, as well as the agency and the public. Sawtimber volumes under contract in this region have fallen precariously low on many forests and the agency could be faced with explaining why it drove perfectly sound businesses to bankruptcy if extra funding is not allocated to the region.

Southwestern Region (R-3) Funding Request

In the Southwestern Region (R-3) we recommend a timber sale program of 500 million board feet. This represents the yearly allowable sale quantity plus a modest increase in order to makeup part of the sizable backlog of unoffered sales. As with the other intermountain regions timber harvest levels are at an all time high and the price purchasers have been willing to pay for the timber sales is at near record levels. Without additional funding Region Three will likely be unable to meet its timber sale pipeline commitments.

Intermountain Region (R-4) Funding Request

In the Intermountain Region (R-4) we recommend a timber sale program of 450 million board feet. This represents an amount equal to the yearly allowable sale quantity, as well as the historic timber harvest level. As with the other regions in the intermountain west, Region Four has sufficient backlog of unoffered timber sales within its decadal ASQ to allow this level of offer. The prices being offered for volume sold in the region are as high as they ever have been and the agency stands to gain by selling additional timber during the strong market conditions purchasers are currently experiencing.

VI. Conclusion

Mr. Chairman, members of the Subcommittee, the timber availability crisis in the intermountain west is critical. Without your help many of the small communities in the intermountain west will needlessly face economically trying times over the next twelve to eighteen months. The existing forest plans have adequate allowable sale quantity levels to fulfill demand, provided adequate funding is made available. Prices being bid for timber are higher then they have every been -- the agency, the public, and the land would all benefit if you will see fit to fund the intermountain regions at the levels I have suggested.

This concludes my prepared testimony, I would be happy to answer any questions the Subcommittee might have.

Appendix One

Timber volume Sold and Harvested (MBF)

	Year	ASQ	Volume Sold	Volume Harvested
Northern (R-1)				
	1985	1,120	938	944
	1986	1,120	914	914
	1987	1,120	981	1,104
	1988	1,120	912	978
	1989	1,120	922	1,024
Rocky Mountain (R-2)				
	1985	439	490	393
	1986	439	314	412
	1987	439	433	427
	1988	439	383	456
	1989	439	356	422
Southwestern (R-3)				
	1985	442	343	395
	1986	442	447	486
	1987	442	433	504
	1988	442	407	494
	1989	442	357	511
Intermountain (R-4)				
	1985	389	380	434
	1986	389	484	461
	1987	389	390	455
	1988	389	374	477
	1989	389	388	420

Data Source: USFS

NORTHWEST
FORESTRY
ASSOCIATION

STATEMENT FOR THE RECORD

OF

JAMES GEISINGER

PRESIDENT

NORTHWEST FORESTRY ASSOCIATION

PORTLAND, OREGON

BEFORE THE

INTERIOR SUBCOMMITTEE

OF THE

APPROPRIATIONS COMMITTEE

OF THE

UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 7, 1990

1500 S.W. First Avenue, Suite 770 • Portland, Oregon 97201 • (503) 222-9605 • FAX: (503) 222-3255

I. Introduction.

Good afternoon. My name is Jim Geisinger, and I am President of the Northwest Forestry Association (NFA) in Portland, Oregon. I very much appreciate the opportunity to present our views on the Forest Service and Bureau of Land Management (BLM) timber program appropriations.

Northwest Forestry Association is a regional trade association of 75 forest land owners and industrial processors of timber and forest products. Our membership stretches throughout Oregon and Washington and is dependent to varying degrees on national forest timber. Today I will address the national forest timber supply situation in Oregon, Washington, California and Alaska.

II. I Would Like to Begin by Reviewing the Implementation of Section 318 of the FY 1990 Interior Appropriations Act.

The compromise in Section 318 of the FY 1990 Interior Appropriations Act developed by this Subcommittee and the Senate Interior Subcommittee took a tremendous effort on the part of all involved. We would like to take this opportunity to thank the Subcommittee for their efforts to obtain a short-term agreement to the Region 6 timber supply crisis.

A. Despite the Complexities of Section 318, Timber has Begun to Slowly Flow to Purchasers in Oregon and Washington.

Timber has begun to flow to purchasers under the Section 318 process. Beginning last fall, the Forest Service has made available 1.1 billion board feet of timber which had been stayed under the Seattle Audubon litigation. Purchasers snatched up the released sales at record prices.

The Forest Service and the BLM have developed the advisory boards called for under Section 318. These groups are now grappling with the timber sale review process. Each board has approached the timber sale evaluation process differently. One board relies on a voting mechanism. Other boards rely on a majority decision with minority views, while still others note a disagreement in their decision and return the sale to the Forest Service for a final verdict. Review boards have approached the list of timber sales for review differently as well. The Olympic review board processed several relatively easy sales at first. Other boards have not sorted easy from difficult sales.

We are hopeful that the review board process will succeed in being able to process timber sales in an efficient and continuous manner. The review process has not had a chance yet to prove itself in the face of repeated difficult sale evaluations.

In meeting the challenge of reviewing timber sales, review boards have asked the Forest Service to pull forward as many timber sales planned or currently under preparation as possible for consideration. In an effort to meet the immediate FY 1990 production requirements, the boards and the agencies may need to leave the most difficult and controversial decisions for the future when they may again stall timber harvests.

B. Unfortunately, the Timber Supply Situation in Region 6 Has Not Dramatically Improved Over Last Year.

Even with the extraordinary Section 318 compromise, the timber supply situation in Region 6 continues at dangerously low levels. The volume of national forest timber under contract to purchasers continues to fall. Today, less than 5 billion board feet of timber remain under contract to purchasers. This represents a precipitous drop from this same time last year.

A review of the Section 318 timber sale targets points out that of the 7.7 billion board feet of Forest Service timber mandated for sale in the FY 89/90 two-year period, 2.1 billion board feet was sold in FY 1989, 1.1 billion board feet was released from the Seattle Audubon litigation leaving 4.5 billion board foot target for FY 1990. Therefore, the Forest Service must sell well over half of the two-year sale volume in the last 6 months of FY 1990. We are, unfortunately, skeptical that the Agency will meet this target by the end of the fiscal year.

In response to the continued national forest timber shortage, stumpage prices for Forest Service sawtimber have risen to and exceeded the record levels of the early 1980's. Unlike that earlier era however, no escalating inflation and speculative bidding accompanies or drives this increase. The increase reflects severe market shortages of timber supply. The needs of the spotted owl add another level of complexity and uncertainty to the difficulties already caused by the forest planning process.

This continued severe competition threatens to wreck havoc on the Oregon and Washington economies. With continued timber shortages, increased raw material prices will drive Pacific Northwest producers into untenable positions relative to the price of imported Canadian lumber. Continued escalated timber prices will ultimately impact the companies, employees, and the economies of the Pacific Northwest.

III. Preservationist Administrative Appeals and Legal Tactics Continue to Grind the Forest Service Region 6 Timber Program to a Halt.

The difficult compromise reached under Section 318 seems insufficient for preservationist groups. The litigation which precipitated the Section 318 compromise continues in Seattle District Court and in the 9th Circuit Court of Appeals in San Francisco.

More importantly, preservationists continue to aggressively misuse the Forest Service administrative appeals process to challenge the timber program. A memo to forest conservation leaders, dated Dec. 26, 1989 and attached to the back of this statement, describes plans and tactics developed by the Oregon Natural Resources Council to generate massive appeals on those timber sales which fall outside the spotted owl injunction. These appeals threaten to cut off the remaining timber supply to the industry exacerbating an already tenuous situation.

To further reduce Forest Service timber supplies to purchasers, preservationists have begun to appeal timber sales in eastern Oregon and Washington in increasing numbers. These actions have delayed implementation of the FY 1990 timber sale program by hundreds of millions of board feet on the Eastside of Oregon and Washington. This concerted effort to close down the Forest Service timber program brings an added threat to the workers and economy of the Pacific Northwest.

IV. In View of the Extremely High Levels of Demand for National Forest Timber, We Recommend that the Subcommittee Fund the Forest Service Region 6 Timber Program at 4.75 (gross) Billion Board Feet and BLM's Oregon and California (O&C) Lands Sale Program at 1.2 Billion Board Feet (gross).

In view of the extremely high demand for Forest Service timber, we recommend that the Subcommittee fund a Region 6 timber sale level of 4.75 billion board feet. This level equals an average of the last three years of harvest. The level meets consumer demand and the industry's current capacity. Further, this request is consistent with the existing plans in effect. In addition to this funding level for timber sales, we recommend funding for road construction to complete this level of sale.

For similar reasons, we encourage funding for the BLM O&C Program at 1.2 billion board feet. This level represents the allowable annual harvest under BLM plans.

While these timber funding levels will meet the needs of the industry in FY 1991 in the Pacific Northwest, we ask the Subcommittee to adequately fund the timber sale program for the out years. The forest products industry cannot be turned on and off with the flick of a switch. Continuity in the supply of timber will insure a stable industry and employment in future years.

V. Because of Several Years of Drought, the Forests in California are Developing Increasing Amounts of Dead and Dying Timber.

I would now like to turn to the California situation. Here the situation is much different. Prolonged drought over the last three years has killed many millions of board feet of timber in the Sierra Nevada mountains. Projections indicate that this loss will exceed the timber losses from the devastating 1987 California fires. Without prompt salvage of this timber, fire dangers will increase and insect epidemics will explode. The volume of dead timber increased to such a degree that we must recommend additional funding for timber salvage efforts in the California Region.

Funding for the salvage program, however, must not come at the expense of the advanced preparation of green timber sales. Preparation of salvage sales is more costly than for normal green sales because of the time frame for sale preparation. This increase in costs results in reduced timber volumes at the same expenditure.

Regionwide, the timber program holds less than a one-year supply of unharvested timber under contract to purchasers. The salvage of dead timber must not come at the expense of the preparation of out-year green timber sales.

In view of the salvage situation and the lack of timber under contract, we recommend that the Subcommittee fund and sustain a Region 5 sale program at 1.8 billion board feet.

V. Timber Harvests in Alaska Remain Strong. The Export Market Remains Competitive and the Tongass Forest Now Reports Positive Finances.

I am pleased to report to the Subcommittee that the Tongass National Forest is a profitable operation. In addition, I would like to note that the long-term agreements between the Forest Service and the Alaska Pulp Corporation and Ketchikan Pulp Corporation were revised through negotiations in 1989. Demand for national forest timber remains strong under both long- and short-term sales.

Most importantly, foreign demand for Alaskan forest products remain strong. We expect this to continue throughout FY 1991. In fulfilling this demand, the Forest Service expects that the harvest on the Tongass may reach 440 million board feet in FY 1990. In view of this harvest, we recommend that the Subcommittee fund a timber sale program of 450 million board feet in FY 1991.

VI. To Summarize, We Recommend that the Subcommittee Fund the Forest Service Timber Program for 12.065 Billion Board Feet, and the Bureau of Land Management Program for 1.265 Billion Board Feet in FY 1991.

Finally, I would like to summarize the panel's Forest Service timber supply requests for the entire nation for FY 1991. This total figure fits well within the levels called for in the completed national forest plans, and the existing timber management plans where applicable. The regional breakout of this request is as follows:

Region 1	1,350 MMBF
Region 2	480 MMBF
Region 3	500 MMBF
Region 4	450 MMBF
Region 5	1,800 MMBF
Region 6	4,750 MMBF
Region 8	1,388 MMBF
Region 9	897 MMBF
Region 10	450 MMBF

For the BLM nationwide, we recommend funding for 1.2 billion board feet on O&C lands, and 65 million board feet on public domain lands. To complement this sustained timber sale level, we recommend that the Subcommittee provide sufficient road funding to meet our Forest Service and BLM recommendations.

This concludes my prepared testimony, I would be happy to answer any questions the Subcommittee might have.

OREGON
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PORTLAND, OREGON 97204
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*Protecting Oregon's lands,
waters and natural resources*

26 December 1989

To: Forest Conservation Leaders

From: James Monteith

Re: Administrative Appeals

In order for the US Forest Service and Bureau of Land Management to sell record levels of timber for Oregon and Washington (9.6 billion board feet) by 30 September 1990, it will be necessary for these agencies to process a mountain of paper (let alone timber) in a very short period.

Independent of whatever poor decisions can be changed or reversed through the advisory board process established under Section 318, there is still a one-level timber sale appeal process (although to be expedited) for all new decisions on Forest Service sales, and a two-level appeal process for all BLM sales.

For the last two years ONRC has sought to review all old growth and all roadless area sales on all of Oregon's National Forests and BLM forests. It is likely that the number of decision notices, and therefore potential timber sale appeals, will dramatically increase beginning the first of the year.

For example, the Regional Office recently informed ONRC's Western Oregon Field Representative Wendell Wood that the Mount Hood National Forest may make 30 to 40 (appealable) timber sale decisions simultaneously in January. Similarly, we have received an upcoming, first-of-the-year decision list for the Detroit Ranger District of the Willamette National Forest that will offer 24 separate decision notices for this one ranger district alone! We are attempting to obtain this information for other National Forests and BLM Districts so we may begin to request and review the Environmental Assessments (EA's) as soon as possible, knowing this will significantly increase our workload over the holidays and beyond.

Normally, ONRC receives and reviews a half-dozen decisions a week, of which approximately two to three sales are typically appealed after careful study of the EA, analysis files, and other any other site-specific information which can be gleaned from individual members, ONRC staff, or sympathetic agency personnel in the field. (Increasingly, many Forest Service and BLM employees are secretly contacting us, asking us to appeal inappropriate timber sales on their Forest or District.)

ONRC has become increasingly sophisticated in its ability to appeal timber sales. Of the last 100 appeals we have filed, approximately 40 decisions have been won, 20 lost, and 40 are still pending. In order to aid other organizations and individuals who wish to review Forest Service and BLM decisions, ONRC now has its principal arguments available on disk. (MacIntosh or IBM-PC). These disks should be periodically returned to ONRC so basic arguments can be updated from revisions made on our hard disk.

To what extent this potential flush of decision notices is purposely intended to flood us with more decisions than we can ever hope to thoroughly evaluate is open to speculation. Nevertheless, this might be the result. This memo is to inform you that conservationists will soon be faced with doing massive numbers of appeals. We would welcome the help of your organization reviewing these sales.

We have little choice if we wish to adequately exhaust administrative remedies so as not to impair our future ability to go to court on any number of ancient forest-related issues. While we were successful in gaining broad injunctions (pre-rider from Hell), this was because our attorneys successfully challenged a major Environmental Impact Statement (or failure to do an EIS, in the case of BLM) after filing administrative appeals and protests. If we have to challenge sales in court on a case-by-case basis, as we do now under Section 318, there may well be no court case if we can't demonstrate we first sought administrative relief through the Forest Service and BLM appeal processes.

Finally, that regardless of our decision to challenge these sales, some groups and individuals may react differently. We hope others will join us in this effort and help coordinate the appeals; but for those who choose not to do so, it is our hope they understand our actions and don't oppose them.

We believe that an aggressive appeals posture will help catalyze a more suitable political climate for those in Congress who want to help us enact some exciting proactive ancient forests legislation in 1990. It is important that everyone understand the rider was not a conservationists' compromise, and that without legislative relief Northwest ancient forests are in peril.

AMERICAN FOREST COUNCIL

TESTIMONY
Presented to

THE HOUSE OF REPRESENTATIVES
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES

John Heissenbuttel
March 7, 1990

Good afternoon. I appreciate the opportunity to discuss with you our recommendations for the FY 91 budget. My name is John Heissenbuttel. I am Manager of Forest Policy and Research for the American Forest Council. My remarks will focus on: (1) Forest Service Research; (2) State and Private Forestry; and (3) the President's Tree Planting Initiative. We recommend a FY 91 funding level of $167.4 million for Forest Service Research and $175 million for the President's Tree Planting Initiative. We are in the process of finalizing our recommendation for a total funding level for State and Private Forestry. However, at this point we recommend $53.6 million for Forest Pest Management, $14.8 million for Fire Protection, and $2.7 million for the Timber Bridge Initiative.

The American Forest Council is jointly sponsored by the American Paper Institute and the National Forest Products-Association. Together, these associations represent more than 2,500 companies throughout the United States engaged in the growing and harvesting of timber as well as the manufacture and distribution of forest products.

With about 1.4 million employees and annual sales of $190 billion, the forest products industry is a significant contributor to the nation's economy. The industry has operations in all 50 states. The impressive performance is due, in large part, to strong research and development programs in the 1970's and the commitment to sound forest management by industrial landowners. If the U.S. forest products industry is to remain strong in a world economy, additional federal commitment is needed now in the areas of: (1) forestry research; and (2) protecting and increasing productivity on existing and newly established forestlands.

Affiliated with the
American Paper Institute
and the National Forest
Products Association

1250 CONNECTICUT AVENUE, NW • SUITE 320 • WASHINGTON, DC 20036 • 202 463-2455

I. THE FUNDING PROPOSED BY THE ADMINISTRATION FOR FOREST SERVICE RESEARCH IN FY 91 IS INADEQUATE.

AFC applauds the Administration and the Forest Service for their vision in identifying six Priority Research Programs (PRPs) for expansion of the Forest Service Research program. However, these six PRPs are funded in the Administration's FY 91 budget proposal at the expense of the base program. In fact, while the Administration is proposing $148.7 million for Forest Service Research, the base program will receive only $133.4 million -- almost $12 million below the 1990 appropriations level. Constant dollar funding for the Forest Service Research Program has declined roughly nine percent since 1979. Between 1980 and 1990, the Forest Service has closed 12 research stations, reduced the number of research work units by 20 percent, and reduced the number of annual scientist-years by 25 percent. Scientific equipment used by Forest Service scientists has become outmoded. Research office and laboratory construction has a backlog of unmet needs totaling $70 million. The FY 91 budget proposal will require the closure of five research locations: Amherst, MA; Berea, KY; Bozeman, MT; Orono, ME; and University Park, PA.

Many high priority, long-term, existing research projects will be eliminated or severely reduced. For example:

- Inventory of forest resources will occur an average of only once every 13 years instead of the current average of once in 10 years.

- Remote sensing research -- a key to improving the efficiency and effectiveness of forest resource inventories -- will be eliminated.

- International trade research -- important to keeping the U.S. competitive in the world market -- will be severely reduced.

II. AN INCREASED PUBLIC COMMITMENT TO FORESTRY RESEARCH IS NEEDED.

We believe that the continued erosion of funding support for Forest Service Research has reached a critical stage and must be addressed. Without an increased commitment to forestry research we risk jeopardizing the future of our industry. We strongly support reduction of the Federal deficit. However, an adequately funded forest resource research and development program is vital to maintain the economic strength of this important industry and the nation. We urge Congress and the Administration to reallocate the necessary funds from lower priority research in order to fund the Forest Service Research Program at $167.4 million in FY 91. We recommend distribution of these funds as follows:

- **$33 million for Resource Analysis Research** -- $7.4 million above the Administration's proposal. Forest inventory and analysis research provides necessary information for both the private and public sectors to guide resource management investment and policy decisions.

- **$38.8 million for Forest Environment Research** -- $2.2 million above the Administration's proposal. Understanding forest ecological relationships is key to protecting and maintaining forest productivity. The emphasis of this program should be on major forest ecosystems -- integrating silviculture and wildlife/plant habitat requirements.

- **$33.8 million for Timber Management Research** -- $3.8 million above the Administration's proposal. Demand for wood products is expected to increase by 50 percent domestically, and double world-wide, over the next five decades. The development of integrated, cost effective, and site specific management systems that maximize fiber yield while maintaining environmental quality is essential.

- **$25.8 million for Forest Products and Harvesting Research** --$4.9 million above the Administration's proposal. This research program can promote a more equitable trade balance, use of renewable wood products in lieu of higher cost and less energy efficient materials, a sustained economic base for many rural economies, and more efficient use of forest resources.

- **$36 million for Forest Protection Research** -- $400 thousand above the Administration's proposal. The protection of forest health is vital to ensuring future forest productivity.

Attached to my written statement is a resolution developed by the American Forest Council which makes specific recommendations as to how funds should be utilized within each of the Forest Service Research Programs.

III. THE FOREST SERVICE STATE AND PRIVATE PROGRAM HAS RECEIVED DISPROPORTIONATE REDUCTIONS IN THE ADMINISTRATION'S FY 91 BUDGET PROPOSAL.

State and Private Forestry is the most efficient and effective program to manage multi-state and regional forest protection and assistance activities. Through State and Private Forestry programs, the federal government plays a key role in transferring new technology on forest management and protection to the private sector.

We believe that this program has received disproportionate reductions in the Administration's proposed FY 91 budget. The proposed funding level is $56.6 million, almost $39 million less than FY 91 base level funding. The proposed funding is inadequate to fulfill priority federal government responsibilities. We believe these responsibilities, in order of priority, are:

- **Fire Protection.** The program emphasis should be on training, interstate fire coordination, the development of new fire suppression techniques, and the transfer of new technology to the States. The Administration proposes to reduce the Federal role to providing limited technical assistance. We recommend a funding level of $14.8 million.

- **Forest Pest Management.** These programs should include pest surveys, technical assistance, and emergency suppression funding for state and private lands. The Administration proposes to eliminate all financial assistance for pest suppression on private or State lands unless eradication is required to protect forest resources on Federal lands. We recommend a funding level of $53.7 million.

- **Forest Management.** These programs should be specifically targeted at improving forest productivity on nonindustrial private forestland. However, any programs initiated by State and Private Forestry -- such as the 1990 Stewardship Initiative -- should complement, and not compete with or duplicate, private sector efforts. In sharp contrast to budget proposals of recent years, funding has been proposed for forest management and utilization. This Administration correctly recognizes that the Federal government has a role in improving productivity on nonindustrial private forestland.

- **Forest Products Marketing Initiatives.** These programs can assist U.S. producers become more competitive domestically and abroad. Experience has shown that funds for these programs are highly leveraged by the States, providing a benefit to cost ratio in excess of 6:1. The Administration recognizes the benefits of these programs and has proposed some funding. However, the Timber Bridge Initiative which has been tremendously successful, is zeroed out in the Administration's proposal. We recommend funding be restored to the base level of $2.7 million.

The above comments on State and Private Forestry reflect general principles and concepts that we as an industry support. We are in the process of reviewing the Administration's budget proposals in detail and request your permission to forward supplemental information for the record within the next two weeks.

IV. THE ADMINISTRATION'S TREE PLANTING INITIATIVE IS COMMENDABLE.

We support the President's program of promoting reforestation. The tree planting initiative recognizes that both reforestation and afforestation -- reclaiming marginal agricultural lands or restoring forested wetlands, for example -- are important national goals. Planting an additional 1.5 million acres of private land annually is an ambitious undertaking. If these are indeed acres that would not otherwise be reforested, it represents a 50 percent increase in reforestation.

The initiative may provide a start for these new forests, but there can be no doubt that we must assure an economic and tax climate which encourages forest landowners to maintain healthy and growing forests. A strong forest products industry will provide the market incentive landowners need to manage forests. Equitable capital gains treatment will ensure that landowners retain the income they need to regenerate their forests in the future.

Healthy, growing forests provide many benefits for environmental and human well being. Forests provide houses and books for future generations, they help maintain wildlife habitat, water quality, and soil productivity. Forests enhance recreation opportunities, and they consume and store carbon -- a major greenhouse gas.

This initiative is a long term enterprise, and as such, it must recognize the landowners need to derive income from their forests in order to maintain them and keep them healthy. Hence, no restrictions must be placed on the landowners ability to manage these new timber stands for income as well as other compatible benefits.

V. THE TREE PLANTING INITIATIVE MUST UTILIZE PRIVATE SECTOR PROGRAMS.

We believe the $110 million "Rural Cost Share" portion of the President's tree planting initiative recognizes the need for programs and funding that can be put to work immediately -- by utilizing existing public and private sector efforts. We fully endorse programs which complement and strengthen -- not duplicate or overlap services -- that are, or should be provided by the private sector. Programs should complement market forces, and be operated so as not to compete with private sector enterprises like nurseries.

Hence, in implementing this initiative, the Forest Service State and Private Program must place administrative emphasis on utilizing the private sector.

One such private sector program is the American Tree Farm System. The Tree Farm system was launched in 1941 by the nation's wood products industries. Now Tree Farm is a nation-wide program encouraging private landowners to produce a continuous crop of trees with added benefits of improved wildlife habitat, watershed protection, outdoor recreation, and aesthetic values. There are more than 65,000

Tree Farmers who manage a combined 91 million acres. The program operates through Tree Farm Committees in all 50 states under the guidance of the American Forest Council. Approximately 8000 professional foresters - from industry, government, and consulting firms - volunteer their time in the program.

VI. ENHANCING ENVIRONMENTAL EDUCATION SHOULD BE INCORPORATED IN THE TREE PLANTING INITIATIVE.

We applaud the intent of the President's $65 million proposal for "Community Reforestation" under the tree planting initiative. The President correctly recognizes the environmental, social, and economic benefits of trees in urban areas. We believe this proposal would be strengthened by adding a provision for enhancing environmental education.

Promoting an environmental ethic and volunteerism in urban areas will take more than planting trees -- we believe it begins with education. Environmental education promotes a citizenry which understands complex issues and develops ecologically sound solutions. An environmentally educated community will understand the benefits of planting trees and will be more likely to aggressively participate in community reforestation activities. There are numerous existing environmental education programs which, if expanded, could help to more effectively achieve the goals of the President's community reforestation program. One such program is Project Learning Tree (PLT).

The goal of PLT is to help K - 12th grade students become aware of their presence in, their impact on, and responsibility for the environment. PLT helps students develop the skills and knowledge to make informed decisions regarding the use and management of the environment -- and the confidence to take action on their decisions. PLT has reached over 250,000 educators and more than 10 million students in 49 states, five Canadian provinces, Sweden, and Finland, since it was field tested and revised by classroom teachers in 1977. Research and field surveys show PLT to be an effective teaching tool. With additional support PLT has the potential to reach several more million students annually.

VII. CONCLUSIONS.

In summary we believe this Committee should recognize the following:

1. Increased public commitment to forestry research is needed. The FY 91 budget should provide $167.4 million for Forest Service Research Program.

2. The Federal government has a critical role on state and private forestland. The Forest Service State and Private Program must be provided adequate funds and work cooperatively with existing private and public sector programs to ensure increased forest productivity and protection of the forest resource.

3. To fully realize the benefits of the tree planting initiative, this nation must provide an economic and tax climate which encourages forest landowners to maintain healthy and growing forests.

4. All programs under the tree planting initiative should complement and strengthen -- not duplicate or overlap services -- that are, or should be provided by the private sector. The Forest Service State and Private Program must place administrative emphasis on utilizing the private sector.

5. The Community Reforestation portion of the tree planting initiative would be strengthened by adding a provision for enhancing environmental education. Promoting an environmental ethic and volunteerism in urban areas will take more than planting trees -- it begins with education.

I appreciate the opportunity to testify. I will be glad to respond to any questions.

AMERICAN FOREST COUNCIL

RESOLUTION

FY 1991 BUDGET
U.S. FOREST SERVICE RESEARCH PROGRAM

The American Forest Council and National Forest Products Association recommends a funding level of $167.4 million. We strongly support reduction of the Federal deficit; however, an adequately funded forest resource research and development program is vital to maintain the economic strength of this important industry and the nation. We urge Congress and the Administration to reallocate the necessary funds from lower priority research to carry on an aggressive U.S. Forest Service Research Program.

Research, at any funding level, is ineffective unless the results are implemented. The Forest Service should ensure that the technology developed through its own research is transferred and implemented by the National Forest System, and made available to the forestry community through the State and Private Forestry Program.

Specifically, we recommend the following for the Forest Service FY 1991 Research Program Budget:

Resource Analysis Research

Funding for resource analysis research should be $33.0 million -- equivalent to a 20% increase over the 1991 base. Collection, evaluation, and dissemination of accurate resource data is essential. Forest inventory and analysis research provides necessary information for both the public and private sector to guide resource management investment and policy decisions. These decisions affect the economic strength of the United States' forest products industry and the future of the forest resource.

These additional funds should be used to: (1) maintain inventory cycles of no more than 10 years for all regions -- an acute problem in the North Central region where cycles now range from 13 to 17 years; (2) improve the quality and consistency of inventories across all regions -- including inventories of old growth; (3) fully document all models, assumptions, and technical procedures used in preparation of the RPA Assessment and Program; (4) maintain a full staff of biometricians in the inventory and analysis program; (5) increase efforts in international trade and competitiveness research -- in particular the program located in Portland, Oregon; and (6) augment IMPLAN related research in St

Paul, Minnesota which will develop much needed information on the contribution of forest management to rural economies.

Timber Management Research

Funding for timber management research should be $33.8 million -- equivalent to a 10% increase over the FY 1991 base. Domestic demand for wood products is projected to increase by 50 percent over the next several decades. In light of the continually shrinking land base from which to produce these wood products, timber management research is a priority. The development of integrated, cost effective, and site specific management systems that maximize fiber yield while maintaining environmental quality is essential.

These additional funds should be used to: (1) increase to full capacity the silvicultural program in Olympia, Washington; (2) maintain the genetics program in Corvallis, Oregon; (3) increase silviculture research of northern hardwoods in the North Central Region and the spruce/fir forests of the Northeast Region; (4) enhance research in the areas of site preparation, production of quality seedlings, and intermediate treatments; (5) improve water quality research -- developing methods to reduce sedimentation; and (6) ensure that long term genetic improvement cooperative programs are not constrained by Forest Service resources.

Forest Protection Research

Funding for forest protection research should be $36.0 million -- equivalent to the FY 1991 base. The protection of forest health is vital to ensuring future productivity. Specific areas of research or projects which should be funded include: (1) gypsy moth research in Morgantown, West Virginia; (2) root disease research in Moscow, Idaho and Corvallis, Oregon; (3) projects which develop methods to improve forest vigor; (4) projects which determine the effect of forests on air quality; and (5) projects targeted to develop methods to control the spruce budworm and shoestring rot. The research on atmospheric deposition and its impacts on forests, undertaken over the past several years, is now at a point where funding emphasis should be focused on clearly defining the impacts and educating the public.

Forest Products and Harvesting Research

Funding for forest products and harvesting research should be $25.8 million -- equivalent to a 15 percent increase over the 1991 base. This increase will provide funding for a research program to improve the competitiveness of forest-based industries both domestically and in export markets. A successful research program can promote a more equitable trade balance, use of renewable wood products in lieu of higher cost and less energy efficient materials, a sustained economic base for many rural economies, and more efficient use of forest resources. These additional funds should be used for research on: (1) increasing wood products durability -- treatments that provide multiple benefits such as fire and decay resistance which are reliable and environmentally acceptable; (2) engineering design -- information to meet the structural, fire performance, and quality assurance of modern construction; and (3) improving access to foreign markets -- development of international standards and codes to meet foreign quality and performance requirements for wood products.

Forest Environment Research

Funding for forest environment research should be 38.8 million -- equivalent to a 10% increase over the FY 1991 base. Understanding forest ecological relationships is key to protecting and maintaining forest productivity. The emphasis of this program should be on major forest ecosystems -- integrating silviculture and wildlife/plant habitat requirements. Major areas of research should include: (1) wetlands; (2) biological diversity; (3) cumulative effects; (3) water quality; and (4) social and biological interactions.

Wednesday, March 7, 1990.

FOREST SERVICE

WITNESS

JAMES EARL KENNAMER, DIRECTOR OF RESEARCH AND MANAGEMENT, NATIONAL WILD TURKEY FEDERATION

Mr. Dicks. We now have the National Wild Turkey Federation, James Earl Kennamer.

Mr. Kennamer. Thank you, Mr. Chairman.

Mr. Dicks. It's nice to have you here.

Mr. Kennamer. I'm James Earl Kennamer, director of research and management with the National Wild Turkey Federation. On behalf of our 70,000 members and supporters, I appreciate the opportunity to be here with you today.

We would like to see the Fish and Wildlife fisheries program for the Forest Service increased $46 million with $6.5 million of that to go to wild turkey management and associated wildlife, half of that with a challenge cost-share program.

I'm not going into the National Wild Turkey Federation, Mr. Chairman, because I think there are a number of statements in our prepared testimony for you. There are two points that I would like to mention, though.

Since 1985, we have generated $3 million in support of 450 projects in 47 States. The number of dollars we raised in 1989 was 75 times what we did in 1985. We've had a very close working relationship with the U.S. Forest Service and the partnership program. We were the first, if I'm not mistaken, and we've got projects that we are funding, either through labor or dollars, in 21 States from the national forests. It helped improve 69,000 acres. We've got projects right now in every national forest in region 8 except one.

I'd like to say that the volunteers have raised a tremendous amount of money. The increased amount of monies that we're asking for here will allow you to generate a lot of dollars. It will benefit in a lot of different areas.

We've got a proven record. The volunteers are ready to go. They're giving time and dollars, and I would like to emphasize the more we can put into it in the Federal end of it, we can generate it from the private sector.

I'd be glad to answer any questions, if you would, along those same lines.

Mr. Dicks. So you're asking for $6.5 million?

Mr. Kennamer. For wild turkeys, with $46 million additional increase in the Forest Service wildlife and fisheries program, making $130.2 million.

Mr. Dicks. Okay.

Mr. Kennamer. And we can generate those dollars. I want to emphasize that—that the volunteers are ready to go all over the country. We're in all 47 States. They've demonstrated their ability to do that. They just need the support and the backbone to go for it.

Mr. Dicks. You have a very strong—the President goes down and shoots turkeys, doesn't he?

Mr. KENNAMER. Yes, sir.

Mr. DICKS. With Secretary Baker?

Mr. KENNAMER. Yes, sir.

Mr. DICKS. So the Administration ought to be behind this thing very solidly.

Mr. KENNAMER. Very much so. We presented a print to the President on that.

Mr. DICKS. We appreciate the fact all these volunteers and people are working on this. We understand how strongly you feel about it.

Mr. KENNAMER. The partnership program is one of the greatest things that's happened. I feel like the conservationists, whether they're non-game or the sportsmen, can get their dollars.

Mr. DICKS. Thank you. It's an excellent statement. We appreciate it.

[The prepared statement of Mr. James Earl Kennamer follows:]

Mr. Chairman, I am James Earl Kennamer, Director of Research and Management for the National Wild Turkey Federation.

I am pleased to have this opportunity to appear before you on behalf of the Federation's 70,000 members and supporters to discuss the Fiscal Year 1991 budget for the U.S.D.A Forest Service. We support adequate funding to support the Fish and Wildlife Program. We feel that the funding of the Fish and Wildlife Program recommended by the Administration for FY 91 of $84.2 million should be increased another $46 million. This increase will help bring about a better over-all balance in the Forest Service budget. Of this $46 million increase, we request that $6.5 million be assigned to the management of wild turkeys and at least one half of these dollars be spent through the Challenge Cost-Share Program. Since this is the first time that the National Wild Turkey Federation has testified before your committee, I would like to briefly give you an overview of our Federation.

We were organized in 1973 and have chapters in 44 states with 354 state and local chapters. Our membership has increased 107% since 1985 and our 181 fund-raising banquets in 1989 are projected to increase to 250 this year. Our chapters are actively involved in raising dollars to support wild turkey research and management throughout the United States. Eighty cents of every dollar raised goes to directly benefit the wild turkey and its management as well as other wildlife species. The NWTF has spent $885,000 for wild turkeys on our national projects program alone in the United States, including $30,000 for the state listed threatened Gould's wild turkey to help facilitate its recovery on the Coronado National Forest. Since 1985 we have raised more than 3 million dollars in support of 450 projects in the individual 47 states. The amount of dollars raised in 1989 was 75 times greater than that raised in 1985. We are involved in education at all levels starting with our JAKES program of Juniors Acquiring Knowledge Ethics and Sportsmanship, as well as a supporter of the 4-H Foundation. Our goal is simple! We support the conservation and management of wild turkeys throughout the United States. We intend that our members, and the estimated 2,500,000 turkey hunters nationwide - - - as well as those who just enjoy seeing this great bird and other wildlife will be able to experience the species not only today, but on into the next millennium.

The National Wild Turkey Federation has had many years of excellent working relations with the Forest Service, particularly at the field level, where our state and local chapters have been partners with Forests and Ranger Districts in improving wild turkey habitat and access for both viewing and hunting. We formalized this relationship at the national level in 1986, the first with the Forest Service, with a Memorandum of Cooperation to assure a vigorous, long range program to protect sport, in addition to the value to those who just come to watch these birds, and listen.

In working at the field level with the National Forests, we've become aware of the extraordinary opportunities that exist for our Federation and the Forest Service to meet the challenges of future demand, and offset habitat and hunting access losses on private lands. The public in 1989 alone helped the Forest Service improve 69,000 acres of turkey habitat. For example, the NWTF volunteers spent many donated hours and dollars in every national forest except one in Region 8. Our state and local chapters played an important role in this work, a big step, but only the first of many: there are some 30 million acres of existing or potential turkey habitat on lands administered by the Forest Service, and an equally vast scope of changes to grow more and healthier birds, and to expand the wild turkey into historic ranges and suitable areas identified by the state fish and wildlife agencies.

As an example, in West Virginia, the NWTF-FS Challenge Cost-Share program called "Making Tracks" spent many hours and dollars on the Monongahela National Forest for habitat improvement. The same arrangement accomplished projects in 21 states in the National Forest system. This arrangement brought in state and private industry participation in Virginia, inspired relocation and restoration efforts in Texas and California, and is meeting the challenges left behind by hurricane Hugo in South Carolina. The benefits of Challenge Cost-Share Program are many, not only in sharing the bill for acres seeded or acres protected or waterholes dug, but in the opportunity it provides NWTF members to experience "hands on" wild turkey management and improve understanding of the Forest Service's Multiple Use management.

In Fiscal year 1989, funds were directed toward wild turkey management by partners. These dollars are substantial and are an increase from previous years. We have only begun to recognize the potential that exists to improve wild turkey habitat and distribution on lands administered by the Forest Service. Our Federation, through state and local chapters and the Forests' Challenge Cost-Sharing, are willing to pair our funds with dollars from a Forest Service dedicated to the sound management of all its diverse resources. It will not happen unless the Forest Service budget provides the foundation necessary to increase our wildlife including our wild turkey populations. The increase in support will be a win-win situation for Congress as each and every American will benefit and the wildlife species on our national forest will be enhanced. By allocating these dollars to the Challenge Cost-Share Program, our state and local chapters will be able to work with Forests and Ranger Districts to leverage these dollars to the benefit of wild turkeys and the other game and non-game species that flourish in productive turkey habitat.

Mr. Chairman, thank you for the opportunity to comment. I would be pleased to provide further details on our recommendations to your staff and to answer any questions you may have.

Wednesday, March 7, 1990.

FOREST SERVICE

WITNESS

JAMES E. HUBBARD, PRESIDENT, NATIONAL ASSOCIATION OF STATE FORESTERS

Mr. Dicks. Warren T. Doolittle, International Society of Tropical Foresters? Is he here? The National Association of State Foresters, James E. Hubbard?

Mr. Hubbard. Thank you, Mr. Chairman, Congressman Lowery.

My name is Jim Hubbard. I'm a State forester from Colorado. I'm here today representing the National Association of State Foresters.

I'd like to begin by thanking the committee for its continued support of State and private forestry. Your specific actions have sustained these important programs that we consider to be vital in providing the technical assistance, especially to the nonindustrial private forestlands. NASF believes these lands will play an increasingly important role in providing resources for our Nation's future.

Mr. Chairman, this afternoon I'd like to briefly review the Administration's proposed fiscal year 1991 budget for the U.S. Forest Service State and private forestry and research.

First, I would like to make mention of the President's tree-planting program, America the Beautiful. The National Association of State Foresters endorses this initiative. As key partners with the Forest Service who will be implementing the program, we're anxious to take positive steps outlined by the President.

The delivery system is in place and it works. We look forward to advancing tree-planting efforts this decade that will have lasting effects into the next century.

One concern, last year Congress funded a forest stewardship program. The State foresters are well along in implementing this program, and I'm happy to report the progress is outstanding. This program involves multiple disciplines, multiple agencies, providing multiple benefits.

America the Beautiful has elements that will carry out stewardship, but does not include the program underway. I'll come back to stewardship later in my testimony, but I needed to make that important point.

In the text of my written testimony is the Administration's proposed funding levels for State and private and research, as well as NASF recommendations. I'd like to mention a few programs in particular.

No funding has been made available to assist in pest suppression efforts on cooperative lands. Due to upward trends in gypsy moth and southern pine beetle and continued outbreaks of spruce budworm and other pests, NASF recommends this program be funded at $14.2 million. The State foresters also recommend cooperative survey and technical assistance be increased over the Administration's recommendation by $500,000, but continuing the implementation of forest health monitoring to include the western and southern States.

NASF believes the mechanism for supplying emergency funds for meeting the needs of emergency forest pest suppression should be made available. Sudden pest outbreaks and their magnitude cannot always be estimated within the normal appropriations process.

This funding could be provided through language in the Administrative provisions in the appropriations act by adding a single sentence that I've provided in my written testimony.

The State foresters recommend that funding for fire protection assistance be increased to $30 million. In addition to maintaining the traditional cooperative fire protection program, a $15 million increase will improve mobilization of fire forces at every level and provide for critical local response to the growing wildland/urban interface protection needs. We believe that issue is going to be settled finally at the local level, and some help is needed there.

I believe there is a lack of consistency in the President's budget. It doesn't make sense for America the Beautiful to plant another billion trees on private lands and not provide protection. That seems to be the case with the Administration recommendation. NASF strongly believes the national interests are served by the Federal-State partnership in these programs, and in many cases it's essential.

On the other hand, State foresters are pleased to see the Administration's recommendation for management utilization programs. NASF supports the Administration's proposing funding for traditional resource management assistance and recommends increases in two areas: forest stewardship and rural development.

NASF recommends a $25 million forest stewardship program. All States are now completing stewardship plans and will begin implementing the programs which will bring 25 million acres of nonindustrial private forestland under stewardship management over the next five years. Beyond maintaining current program levels, forest stewardship is NASF's top priority.

Mr. DICKS. Okay.

Mr. HUBBARD. In addition, the State foresters recommend $13.6 million for rural development through forestry. We aren't trying to replace what's there; we're trying to enhance what's there with forestry.

This includes $5 million for a rural development program which was started last year. It includes $5 million for a marketing initiative to help the Nation's forest products producers become more competitive, especially in international markets; and $3.6 million for continuing the timber bridges program.

NASF recommends the seedling, nursery, and tree improvement and urban forestry programs be increased slightly to $2.5 and $3.5 million, respectively. NASF feels these increases are necessary to maintain the programs that deliver assistance at the State, Federal, and local levels, and that these programs are consistent with the objectives of the Administration and would help obtain the goals of the America the Beautiful program.

Forest Service research—NASF is pleased with the redirected emphasis placed on research. There are some concerns in this new direction coming at the expense of other program efforts, and NASF has outlined specifically our recommendations in our testimony.

Mr. DICKS. Okay.

Mr. HUBBARD. Thank you, Mr. Chairman.

Mr. DICKS. Thank you very much. We appreciate that.

[The prepared statement of Mr. James Hubbard follows:]

The National Association of State Foresters

Statement of James E. Hubbard, President
National Association of State Foresters

Before the
House Appropriations Committee
Subcommittee on Interior

March 7, 1990

Mr. Chairman, members of the Committee, my name is Jim Hubbard, and I am the State Forester of Colorado. I am very pleased to be here today representing the National Association of State Foresters (NASF). The State Foresters are the directors of the fifty state forestry agencies. Collectively, we assist in protecting, servicing and managing 57 percent of the nation's commercial forest lands.

I would like to begin by thanking this committee for your continued support of State and Private Forestry programs. Your specific actions, combined with a broad base of support in Congress, has sustained these important programs which are so vital to providing technical and financial assistance for fire and pest protection, improved forest resource management, utilization, and planning on nonindustrial private forest lands. NASF believes these lands will play an increasingly important role in providing resources for our nation's future.

Mr. Chairman, I would like to briefly review the Administration's proposed fiscal year 1991 budget for the U.S. Forest Service State and Private Forestry (S&PF) and Research programs. Before I begin, I would like to mention the President's proposed *America the Beautiful* program. The National Association of State Foresters enthusiastically endorses this initiative. As key partners with the Forest Service, who will implement the program, we are anxious to take the positive steps outlined by the President. As Congress, reviews this proposal, NASF recommends further consideration be given to several elements, especially development of national program guidelines and cost-share incentives. Also, the community forestry private foundation should not be competitive with existing, very effective, organizations.

We have been at the tree planting business, both rural and urban, for some time. The delivery system works. We look forward to advancing tree planting efforts this decade that will have lasting effects into the next century.

One final comment on the President's initiative. Last year Congress funded a Forest Stewardship Program. State Foresters are well along with implementation, and I am happy to report progress is outstanding. This program involves multiple disciplines and multiple agencies, providing multiple benefits. The Stewardship Program can help deliver *America The Beautiful*, but Stewardship, as a program, is not funded in the President's budget. I will come back to more on Stewardship later in my testimony, but I needed to emphasize this important point.

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State and Private Forestry (S&PF)
Attached to my written testimony are the Administration's proposed funding levels for S&PF and Research programs along with levels the National Association of State Foresters recommends as needed to sustain and improve these programs. I would like to address a few programs in particular.

No funding has been made available to assist in **Pest Suppression** efforts on cooperative lands. Due to upward trends in gypsy moth and southern pine beetle, and continued outbreaks of spruce budworm and other pests, NASF recommends this program be funded at $14.2 million dollars. The State Foresters also recommend Cooperative Surveys and Technical Assistance be increased by $500,000 for continuing the implementation of forest health monitoring activities to include the southern and western states.

NASF believes a mechanism for suppling emergency funds for meeting the needs of **emergency forest pest suppression** should be made available. Sudden pest outbreaks and their magnitude cannot always be estimated within the normal appropriations process. This funding can be provided for through Administrative Provisions in the Appropriations Act by adding the following language:

> "Any appropriations or funds available to the Forest Service may be advanced to the State and Private Forestry appropriations for the emergency suppression of forest pests and eradication of gypsy moth on all lands of the United States."

The State Foresters recommend funding for **Fire Protection** assistance be increased to $30 million dollars. In addition to maintaining the traditional cooperative fire protection program, a $15 million increase will improve the mobilization of fire forces at every level and provide for critical local response to the growing wildland-urban interface protection needs.

Let me pause here to say simply that, I believe there is a lack of consistency in the President's budget. It does not make sense for the *America the Beautiful* program to plan to plant another billion trees a year on private lands and then not provide for their protection from pest and fire destruction now and in the future. NASF strongly believes that national interests are served by the Federal-State partnership in these programs, and in many cases it is essential.

The State Foresters were very pleased to see this Administration fund the **Management and Utilization** programs after years of non-recognition.

NASF supports the Administration's proposed funding level for traditional **Resource Management** assistance, but recommends increases in two areas. Resource Management programs include technical assistance for helping private landowners apply sound forestry practices. Programs contribute to assuring future timber supplies, important habitat, enhancing soil productivity, improving water quality (i.e., non-point pollution control) and a variety of other benefits.

NASF recommends an increase of $25 million dollars for continuing the **Forest Stewardship Program** begun last year. All states are now completing State Stewardship Plans and will begin implementing programs that will bring 25 million acres of nonindustrial private forest land under Stewardship management over the next five years. Beyond maintaining current program levels, the Stewardship Program is NASF's top priority. State plans are producing dramatic cooperative results in delivering management diversity to private forest lands.

In addition, the State Foresters recommend $13.6 million dollars for **Rural Development Through Forestry** to fund three valuable programs. This includes $5 million for continuing the **Rural Development Program**, begun last year, that provides technical and financial assistance to States, counties and rural communities to help them improve their local economies; $5 million for continuing the development and implementation of the **Marketing Initiative,** begun in FY 1988, to help the nation's forest products producers become more competitive, especially in international markets; and $3.6 million for continuing the **Timber Bridges Program**, which economically utilizes low-value trees to replace local bridges.

NASF supports the Administration's recommended level of $1.5 million for **Utilization.**

NASF recommends that the **Seedlings, Nursery and Tree Improvement** and **Urban Forestry** programs be increased to $2.5 and $3.5 million dollars respectively. NASF feels these increases are necessary for maintaining programs that deliver assistance at the federal, state, and local levels. NASF feels all the above programs are consistent with the objectives of the Administration and will help attain the goals of the President's *America the Beautiful* program.

Forest Service Research
NASF is pleased with the redirected emphasis placed on six critical areas of research by the Forest Service. As proposed, the fiscal year 1991 budget gives priority to the following: global change, water quality, threatened and endangered species, enhancement of forest based economies in rural America, catastrophic forest fires and Southern forest productivity.

However, the State Foresters are concerned that this new directed emphasis comes at the expense of several long term/on-going research programs which threatens to be counterproductive to present and future research efforts.

Specifically, NASF recommends the following:

Forest Health Monitoring: an additional $3 million for needed expansion of forest health monitoring to southern and western states (total: $4.3 million)

Inventory: an increase of $2.5 million is needed to restore the 10-year forest inventory cycle. This information and the accompanying analysis is the only natural resource benchmark available for state forestry policy planning. (total: $19.6 million)

Insects and Diseases: upward trends in gypsy moth, southern pine beetle and spruce budworm activities and development of pest resistant trees, calls for restoring this program to last year's level. (total: $24.252 million)

Fire Protection: an increase of $18 million to meet state and national needs as well is to address new issues including wildland/urban interface and global climate change. This would restore funding levels to what they were a decade ago. (total: $18 million)

Agro Forestry: NASF supports the establishment of a semiarid, agroforestry research program. Agroforestry systems are needed to integrate conservation forestry and conservation farming practices. These systems will stabilize and enhance crop yields while fully protecting soil and water resources under highly variable climatic conditions. (total: $5.5 million)

NASF appreciates Congress' continuing support for maintaining the established research program, and urges the involvement of Congress in directing new funds to important emerging problems.

Mr. Chairman, thank you for the opportunity of testifying today.

APPROPRIATIONS FOR STATE & PRIVATE FORESTRY FUNDS
(Dollars in thousands)

	Actual FY90	Admin FY91	NASF FY91
PEST MANAGEMENT	(DCA Redtn)		
Federal Lands			
S & TA	15,386	17,261	17,261
Suppression	15,970	18,008	18,008
Special Projects	2,835	2,970	2,970
Cooperative Lands			
S & TA	2,275	3,453	3,953
Suppression	10,572	0.0	14,200
AIPM	4,348	0.0	0.0
Subtotal FPM	51,386	41,692	56,392
FIRE PROTECTION	14,228	4,011	30,000
MANAGEMENT & UTILIZATION			
Resource Mgt	13,339	5,684	5,684
Stewardship	5,928	0.0	25,000
Rural Development*	5,138	0.0	13,600
Wood Utilization	988	1,500	1,500
Seedlings, Nursery	1,877	1,730	2,500
Urban Forestry	2,767	2,000	3,500
Subtotal FM&U	18,971	10,914	54,184
SPECIAL PROJECTS	19,663	0.0	0.0
TOTAL S&PF	**104,248**	**56,617**	**140,576**

	Actual FY90	NASF FY91
	($ in thousands)	
***Rural Development Through Forestry**	$5,138	$13,600
Rural Development	2,470	5,000
Marketing	0.0	5,000
Timber Bridges	2,668	3,600

APPROPRIATIONS FOR FOREST SERVICE RESEARCH FY 1991
($ in thousands)

	Actual FY90	Admin FY91	NASF FY91
Research Total	**$149,600**	**$148,672**	**$173,051**
Forest Health Monitoring	400	1,300	4,300
Inventory & Analysis	17,000	17,100	19,600
Insect and Diseases	24,252	19,938	24,252
Fire Protection	9,848	9,935	18,000
Agro-forestry	0.0	0.0	5,500

AMERICA THE BEAUTIFUL
($ in thousands)

	Proposed FY91	NASF FY91
Rural Tree Planting	$110,000	$110,000
Community Tree Planting		
Traditional	30,000	30,000
Foundation	35,000	35,000
Total	**175,000**	**175,000**

Wednesday, March 7, 1990.

FOREST SERVICE

WITNESSES

DR. ALLEN CLYDE, MEDICAL PRACTITIONER AND PRESIDENT, CLOVIS UNIFIED SCHOOL DISTRICT

CAROL CROW, CLOVIS UNIFIED SCHOOL DISTRICT

ZANE SMITH, FORMER REGIONAL FORESTER SUPERVISOR, PACIFIC SOUTHWEST REGION

Mr. Dicks. The Clovis Unified School District? I'm sorry, I don't have the names here.

Dr. Clyde. I'm Dr. Allen Clyde. I have a medical practice in Clovis which is in the central part of the State. I'm also president of the Clovis Unified School District school board.

To my left is Ms. Carol Crow, who works with our district as well as many others in the area on legislative measures, as well as Mr. Zane Smith, who is an advisory capacity with us. He has just recently retired as regional forester supervisor for the Pacific Southwest Region.

Our school district is a K through 12 district and has 23,000 kids and growing fast. We have what's called a regional learning center for environmental education. It's in the Stanislaus National Forest. We operate under a permit with the U.S. Forest Service. We have had for the last 20 years. We've just signed a new agreement to work with them for another 20 years.

This is an old Job Corps facility that was built about 25 years ago, and we have been maintaining it throughout this process.

What we have is about 15,000 kids per year that come through this program, and we mainly target 10-to-12-year-olds or sixth graders, some fifth graders, and they come on a three-to-five-day stay at a time. They go through our living laboratory on issues for geology, botany, ecology, and history, and learn about various topics such as plant and animal life cycles, that type of thing, as well as some exposure to underground caves and how they get there.

They get instruction from the timber industry by an instructor donated from the Women in Timber Association, as well as cooperation through instructors from forest-rangers from the Forest Service.

We have various other programs such as the leadership program, migrant student programs, et cetera. The center also has a few facilities for groups, such as the Forest Service meets there, the State, and Federal agencies.

Basically, this center has large dormitories, cafeteria, gymnasium, meeting rooms, that type of thing. We have seen about 140,000 students so far since we've had this program. Our program is growing fast. By the year 2000, we anticipate to have over 300,000 students come through this program.

That's increased their awareness level on very sensitive environmental issues. These kids grow up, go out in the workforce, get spread out across the United States, and with this enhanced environmental education, can make intelligence decisions on environmental issues. That's the bottom line right there.

We have been working closely with George Leonard. As you probably know, he's the Associate Chief of the Forest Service. He's quite delighted with our program and does feel that this is the highest and best use for this site.

So much in favor of it that he has invited us to give a presentation on this program to the Forest Service national convention as an example of a successful partnership.

Mr. DICKS. Good.

Dr. CLYDE. So, things are rolling good down there.

The bottom line, nuts and bolts, on this is that the Forest Service owns the building and the land; we do the maintenance. The Forest Service is responsible for the major capital outlays. These buildings were made of wood; they were constructed 25 years ago. The whole area is in need of renovation in the sense of roads, under structure of the building, roofs, sewer and water, that type of thing.

The school district does the maintenance such as paint and repairs, that kind of thing. The Forest Service is under a real budget constraint and cannot put forth the money, the capital outlay, necessary in order to keep the facility up to code. So, for the last three years, the school district has stepped in and made these capital outlays to the tune of $180,000 so far, just to keep it up to code, so that we can keep it operating at full till and maintain the quality and the safety of the environment for these kids to California code.

Well, the bottom line is the school district just can't keep putting that money out. So, that's why we're here—to ask for this one-time line item budget item for the million dollars, which will take care of all of these repairs that are necessary, which are Forest Service buildings, and be able to continue this program for another 20 to 25 years. We will not be back asking for more money. This is a one-time thing.

The whole program really is a great example of the Forest Service cooperating with the private sector, local government, and the school district—putting together a program that's working, and working well. I do anticipate this model being used throughout the Nation in school districts all over.

Also, we have a coalition of elected officials from throughout the State that are on Capital Hill who will be around to readily answer any questions as this thing proceeds on through. They do have a high awareness level of this and are 100 percent in favor of it.

Therefore, we're asking for this one-time line item budget item to be able to maintain the quality education of these kids.

Thank you for your time and interest and concern. I'd like to entertain any questions now.

Mr. DICKS. This is one time that you want $1 million to fix up the building?

Dr. CLYDE. Right.

Mr. DICKS. So we'll see what we can do. We will present it to the committee.

Dr. CLYDE. Thank you.

Ms. CROW. Included in your packet is a breakdown of what the $1 million will be for, exactly, dollar by dollar.

Mr. DICKS. Okay. Thank you very much. We appreciate it. We appreciate your excellent testimony.

[The prepared statement of Dr. Allen Clyde follows:]

Committee:	**Subcommittee on Interior**	**Witness:**	**Dr. Allen Clyde**
Chairman:	**Sidney R. Yates**	**Title:**	**Board President** **Clovis USD** **Clovis, California**

BACKGROUND STATEMENT

Thank you, Mr. Chairman.

My name is Dr. Allen Clyde, President of the Board of the Clovis Unified School District, located in central California. The district's enrollment is approximately 23,000 in grades K-12. We are here today to tell you about a special program the district operates, in partnership with the United States Forest Service. The program is the Regional Learning Center for environmental education, located in the heart of the Gold Country, in the Stanislaus National Forest. The facility is a former Job Corps Conservation Center built approximately 25 years ago that consists of several dormitories, a cafeteria, classrooms, a gymnasium, community meeting room, and several trailers which house administrative staff. The facility is owned by the U.S. Government and we have been operating an environmental instructional program along with the U.S. Forest Service at that location under a 20-year lease agreement. **Our request is for a $1 million line-item appropriation from the U.S. Forest Service budget, in order to maintain operation of the program.**

The Clovis District has been in a partnership with the U.S. Forest Service to provide environmental education to students for those 20 years. Our Learning Center provides environmental education programs to students from 13 different counties within California. It is a year-round facility, with permanent certificated staff, and serves approximately 15,000 different students each year from throughout the state. The program provides 3-5 days of intensive instruction in a living laboratory for the study of geology, botany, ecology and history. Students study such diverse topics as plant and animal life cycles, the early days of the Gold Rush, underground caves and the timber industry. Supplementary instruction is provided by forest rangers, along with a permanent instructor who is assigned to the Center by the "Women in Timber" association. Our target group is students between the ages of 10-12, and in addition to providing environmental education for California's elementary students, the Regional Learning Center also serves other groups, such as Elderhostel programs, leadership programs, migrant student programs, sports leadership training, and, most recently, juvenile court alternative placement programs. Our new juvenile placement program will locate students, from dysfunctional home environments, at the Center for up to 30 days at a time.

When time and space permit, the Center also offers Department of Forestry training and conferences for the Forest Service and other state and federal programs. Perhaps most exciting of all is the potential for growth. Each year brings more and more students from further away as the word spreads. We have recently begun to receive inquiries from out-of-state districts who wish their students to take part in the environmental program. Though we have served over 140,000 students already, our projections show a doubling of that number in the next 5 years. As the students who participate in this program grow up, get jobs and move across the U.S., the knowledge they have gained in regard to the environment, its problems and its preservation, spreads with them. Conceivably, by the year 2000 over 300,000 students living all across the U.S. will have received the benefits of our futuristic training in the realities of environmental preservation.

Under the terms of the lease agreement, the Forest Service is responsible for major capital outlay improvement projects, such as new roofs, replacement of floors, and other major maintenance projects. The school district is responsible for maintenance of the normal wear and tear, including paint, door repair, plumbing repair, etc. Unfortunately, inadequate government funds have resulted in the Forest Service being unable to expend any money at all on the facility. As a result, the school district has put approximately $180,000 of general fund money into capital improvements and maintenance over the last three years. The district can no longer afford to use general fund money for the major repairs needed to maintain and improve 25-year-old buildings at a level consistent with California state codes. Our only option is to raise the fees presently being charged to districts for their students. That, most certainly, would result in many districts who presently use the Center on an annual basis being unable to use the facility at all. As most of you know, schools in California are suffering from the effects of increased enrollment and not enough money. As costs increase, choices have to be made. We feel that an increase in costs would eliminate the choice of attendance at the environmental center for a number of districts. We have met more than once with George Leonard, Associate Chief of the U.S. Forest Service, concerning the funding problem. He agrees that we are making the very best possible use of the land and wholeheartedly supports the partnership. In fact, mention has been made of our presenting our program partnership at the U.S. Forest Service National Conference, as an exemplary example of a successful partnership.

The good news is that the Clovis Unified School District and the Forest Service have just completed a 20-year partnership and have signed documentation to continue the partnership for the next 20 years to continue and build upon the good work being done. The final barrier is the capital investment needed to bring the facility up to an operable standard for the next 20 to 25 years. We are asking our Federal partner for the $1 million required for major rehabilitation such as a new well, roof and floor replacement and road surface stabilization to prevent soil erosion. The Center is at that point that without a major source of new funding to accomplish these kinds of capital improvements, we can no longer operate. The Clovis Unified School District will continue the annual and recurrent maintenance as we have in the past, but we cannot pay for the major investments necessary to maintain the Center at the level required to assure the health and safety of our young participants. A detailed summary of project needs, as well as a description of our diverse programs, are in the packet before you.

California, in many ways, reflects the nation's need for environmental education for our youth. As a State we are 95% urban with second and third generation children who have had little opportunity to understand and appreciate their relationship to the land and its natural resources. We are, per capita, perhaps the world's heaviest consumer of natural resources, e.g., wood, water, energy, minerals, etc. It is crucial to the future of our nation that these young generations discover their own values for the sustainable use of natural resources. The majority in California will soon be a collection of minorities representing cultures not always familiar with the nation's natural resources. Any successful environmental education must reach out and appeal to cultures of all types, as well as our disadvantaged and handicapped. The Regional Learning Center, we believe, is a model responsive to this national priority. In partnership with the Forest Service, the private sector and local government, the Clovis Unified School District has operated, and can continue operating, a cost effective environmental education program for our youth. The investment made here will pay handsomely in the future.

Because of the exemplary partnership between the Forest Service and the school district and the outstanding programs which have touched 140,000 students and 15,000 adults since 1970, we are asking for this line-item appropriation to allow us to perform the necessary improvements to keep the Learning Center operating for the next 20 years. The Forest Service is an enthusiastic partner and feels that the Learning Center provides the best possible use of this land. We have formed a coalition of elected representatives from the California area who are supportive of our request and eager to see the Center remain open. They will be providing assistance and information at appropriate times during members day to facilitate our efforts. These legislators are unanimous in their opinion that a program such as this, which provides environmental education in partnership with the Forest Service to thousands of students annually, should be preserved.

Mr. Chairman, we urge the Committee to include this line item addition to the Forest Service budget which will allow us to serve more than 300,000 new young people in the next years. This investment in our youth and natural resources will be an investment in our nation's future. I hope you will agree with us that there can be no better investment for our future. Thank you for your time, and we appreciate your interest and concern.

WEDNESDAY, MARCH 7, 1990.

HISTORIC PRESERVATION

WITNESS

H. BRYAN MITCHELL, TREASURER, NATIONAL CONFERENCE OF STATE HISTORIC PRESERVATION OFFICERS

Mr. DICKS. National Conference of State Historic Preservation Officers? Bryan Mitchell is the witness.

We're glad to have you here.

Mr. MITCHELL. Mr. Chairman, good afternoon.

I am Bryan Mitchell from across the river in Virginia. I am here to represent the National Conference of State Historic Conservation Officers, and we filed written testimony that I think sets forth our position in appropriate detail.

A few comments along the way: the conference is certainly very supportive of the request of our preservation partners from whom you will be hearing in a very few minutes. Our testimony, beyond providing that support, concentrates on the support for the State programs run by the State Historic Preservation Officers.

I think beyond our testimony, it's very important for us to say here a very sincere, collective thank you on behalf of all SHPOs to the Congress. You all have kept the faith during the last eight years and, quite literally, you are the ones who have kept this program alive during eight years of zero funding proposals.

Mr. DICKS. It's good to have it in the budget again.

Mr. MITCHELL. We are delighted.

What you all have been funding for the last eight years, I would emphasize we affectionately refer to it as "barebones survival," but it has, in fact, been good preservation work. We have continued to do that field survey work to find those properties. We continue to argue that you can't save what you haven't found yet. We've continued to designate the important ones. We have continued to do the environmental review work to make sure that public projects have minimal adverse effects on historic resources. We have continued to work with private developers on their tax credit projects. We have continued to build partnerships with local governments for their local programs.

We have in eight years of barebones survival still done some good work, and we really do thank you for all that you have done to make that possible.

As you say, the President has put us in the budget, and we're delighted. We're happy to be here today to talk not so much about survival, as perhaps thinking once again about making the program whole.

The States will continue to survive at the level that's in the budget, doing their survey and planning work. We would propose to live with that level of funding for survey and planning, but we very much want to emphasize the need to get back to some bricks-and-mortar work.

With the Congress starting with the President's budget, we hope that you will be able to provide some meaningful funding for brick and mortar. We have conveniently defined "meaningful" for you to the tune of about $20 million.

You all lifted the ban on construction projects for the current fiscal year, and there are a number of States that are scrambling at this point to try to take advantage of the lifting of that ban within their level-funding appropriations. I know that we in Virginia are making our grant offerings to our certified local governments available for bricks-and-mortar money this year for the first time. Other States are doing something similar, and various States have come up with some creative schemes to try to carve out some of that level funding to do some bricks-and-mortar work.

It simply remains true that while there are a large number of historic properties that are going to be taken care of adequately by private means, there are also a very large number of historic properties that simply are not amenable to for-profit strategies or simply are beyond the means of their private owners. We're going to lose them without some sort of intervention and public assistance.

The States have done a good job over the last few years, I think, of providing you all with documentation on what that need is. Our experience in Virginia, in having a small grant program State funded for purely emergency projects, has been that we have been able to deal with about 10 percent of what has been presented to us.

Mr. DICKS. Now the 1986 Tax Act changed the treatment for historic preservation tax credits, didn't it?

Mr. MITCHELL. Yes, sir, it did.

Mr. DICKS. What's the impact of that been?

Mr. MITCHELL. Essentially, what that has done is lower the casework. It has made it a less-attractive program for the large rehab project. It is still something that the small, so-called "mom-and-pop" operation can take good advantage of because of the passive income treatments in the changes. It has made it a less attractive scheme for multimillion dollar projects that are requiring that sort of financing.

Mr. DICKS. Okay.

Mr. MITCHELL. We stand ready to carry out that part of the program and hope very much that you all will be able to find some money to get us back into the bricks-and-mortar business.

Mr. DICKS. All right. We appreciate your testimony. We'll put it all in the record. Thank you for being here.

[The prepared statement of Mr. Mitchell follows:]

NCSHPO
National Conference of State Historic Preservation Officers

SUITE 332 HALL OF THE STATES
444 NORTH CAPITOL STREET N.W. WASHINGTON D.C. [illegible]
202/624 5465

TESTIMONY

on the

FISCAL YEAR 1991 HISTORIC PRESERVATION FUND

before the

SUBCOMMITTEE ON INTERIOR
House Committee Appropriations

H. BRYAN MITCHELL, Treasurer
National Conference of State Historic Preservation Officers
Virginia Deputy SHPO

March 7, 1990

REQUEST $ 61,000,000

HISTORIC PRESERVATION FUND

STATE HISTORIC PRESERVATION PROGRAMS	**$50,000,000**
National Trust for Historic Preservation	$9,000,000
Preservation grants to Indian tribes	$1,000,000
Secretary's discretionary fund (for future disasters)	$1,000,000
	TOTAL: $61,000,000

Fiscal Year 1991 **Historic Preservation Fund** Withdrawal
Testimony
NATIONAL CONFERENCE OF STATE HISTORIC PRESERVATION OFFICERS
House Interior Appropriations Subcommittee
March 7, 1990

I. INTRODUCTION

For fiscal year 1991, the National Conference requests a **$ 61** million withdrawal from the Historic Preservation Fund for fiscal year 1991[1].

The National Conference of State Historic Preservation Officers appreciates greatly the strong support the Congress, and especially the House Interior Appropriations Subcommittee, have given the nation's historic preservation program through withdrawals from the Historic Preservation Fund to carry out the Nation's preservation program. The Historic Preservation Fund appropriations have, literally, kept the historic preservation program alive during the 1980's when the Administration's budget "zero-ed out" the national historic preservation program.

Secondly, the National Conference appreciates the inclusion of a $33.665 million withdrawal from the Historic Preservation Fund in the Administration's fiscal year 1991 Budget. The National Conference was also most interested in the budget narrative outlining a commitment to America's cultural heritage: "The preservation, understanding and passing on of the best of this heritage is essential if Americans are to know what it is to be 'Americans'."[2]

The Administration's recommendation for the Historic Preservation Fund disappointingly ignores the fact that, according to the House Interior Committee, ". . .historic preservation cannot exist without physical preservation, making the need for such assistance more critical each year. . . ."[3] The National Conference fiscal year 1991 request from the Historic Preservation Fund emphasizes the physical preservation needs of our heritage, addressing the historic resources "that record and express the past [which] rot unattended."[4]

II. SUMMARY OF REQUEST FOR FY 91 WITHDRAWALS FROM THE HISTORIC PRESERVATION FUND

The National Conference of State Historic Preservation Officers is testifying in support of a withdrawal of **$50** million from the Historic Preservation Fund to support the nation's historic preservation commitment as carried out by the States.

The National Conference also supports

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[1] The $61 million withdrawal includes **$50** million for the State Historic Preservation Office programs, $9 million for the National Trust, $1 million for the Secretary's Discretionary Fund as an emergency fund for future disaster relief, and $1 million for tribal preservation activities.

[2] Budget of the United States Government Fiscal Year 1991, Washington, D.C.: U.S. Government Printing Office 1990, p. 165.

[3] Committee on Interior and Insular Affairs, Report to the Committee on the Budget Views and Estimates of the Committee on Interior and Insular Affairs House of Representatives Submitted Pursuant to Section 301 of the Congressional Budget Act of 1974 on the Budget Proposed for Fiscal Year 1990 February 25, 1989, Washington, D.C.: Government Printing Office, 1989, p. 86.

[4] Fiscal Year 1991 Budget, p. 165.

-the second year of grants to Indian tribes at $1 million,[5]
-the request of the National Trust for Historic Preservation for $9 million from the Historic Preservation Fund, and
-replenishing the Secretary's Discretionary Fund at a level of $1 million as "cash on hand" to respond to future disasters.

III. SUPPORT FOR THE BROADER, NATIONAL PRESERVATION COMMUNITY

The National Conference supports funding for preservation partners in the broader, national preservation community: U. S. ICOMOS, $100,000; Advisory Council on Historic Preservation, $2,238,000; National Park Service, National Register programs, $8,000,000; Archeology in the federal government as proposed by the Society for American Archaeology for BLM, FS, FWS, DOI--DCA; AARPA enforcement, etc., $41,326,000.

IV. DESCRIPTION OF THE REQUEST

A $50 million withdrawal from the Historic Preservation Fund for FY 91 for the State Historic Preservation Offices would be broken down into two parts, roughly two thirds for survey and planning and one third for restoration and archeology subgrants.

A. LEVEL FUNDING FOR THE BASE PROGRAM

Fundamental to the survival of a national historic preservation program, as Congress has acknowledged during the past decade, are the "core activities" of preservation. The Administration recommendation for the States constitutes funding for a "bare bones" continuation of that core program: the identification, evaluation and protection of historic sites, and technical assistance.

B. AUGMENT PASS-THROUGH TO CERTIFIED LOCAL GOVERNMENTS

Equally essential to, and a part of, the core program is the strengthening of the certified local government program. As all preservation is local, it is through the historic preservation commissions in towns and counties where the National Historic Preservation Act most often reaches homeowners, businesses, local governments. At a level of $50 million, a minimum of $5 million will flow to the certified local governments. This matching money will support all aspects of the preservation program from historic site survey, to public education, to training of the volunteer historic commission members, to restoration and archeology subgrants.[6]

C. RESTORATION/ARCHEOLOGY SUBGRANTS

The National Conference continues to emphasize the need for increased Historic Preservation Fund withdrawals for physical preservation because the needs of the resources have not changed. The Budget narrative, quoted above, states that historic resources have been allowed to ". . . rot unattended." The National Conference will continue to urge Congress to make more of the Historic Preservation Fund available to the SHPOs for subgranting for restoration and archeology.

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[5] The National Conference of State Historic Preservation Officers believes it is important to support the strengthening of tribal historic preservation programs including financial support from the Historic Preservation Fund. The National Conference has for over four years supported the creation of tribal historic preservation offices as a part of Conference-proposed amendments to the National Historic Preservation Act.

[6] Several SHPOs are encouraging certified local governments will conduct restoration projects using Historic Preservation Fund pass through funds from the States. See Appendix I below.

The National Conference appreciates greatly the support from the Congress for the reinstitution of "physical preservation" grants from the Historic Preservation Fund. State Historic Preservation Offices are, in fiscal year 1990, providing such subgrants to endangered National Register properties. (See Appendix I.) The amount of the FY 90 Historic Preservation Fund withdrawal devoted to restoration and archeology subgrants is expected to be in the range of $680,000 to $700,000. (Past experience indicates that subgrants for restoration and archeology are matched at a rate greater than 50-50. If this holds true in FY 90, the total of expenditure for restoration subgrants may reach $2 million.)

The National Conference appreciates the elimination of the prohibition against restoration and archeology Historic Preservation subgrants and requests that **Report language continue to permit physical preservation**.

D. NEED IS DOCUMENTED--NPS STUDY OF 1988

The need for increased Historic Preservation Fund withdrawals for physical preservation has been well documented, in 1989 by the National Park Service. The critical restoration and archeology need was calculated by the National Park Service[7] to be roughly $300 million dollars. One year's deposit into the Historic Preservation Fund, or $150 million, if matched on a 50-50 basis would address the $300 million critical need. Funding of "physical preservation"--restoration and archeology--from the Historic Preservation Fund at a level of $20 million a year during the 1980's would have generated, when matched, at least $400 million for restoration--a third more than the critical need. An on-going Historic Preservation Fund appropriation through the 1980's would have considerably reduced the total preservation need of over $2 billion and would have given SHPOs tools to address and manage the total need.

The National Park Service Needs Assessment also demonstrates that the federal government has a limited role in restoration and archeology activities. It documented that a majority of the properties listed in the National Register are in adequate, if not good, condition. Most of our national patrimony is being cared for by the private sector without any federal assistance, financial or technical. The vast majority of funding for restoration and maintenance of National Register properties comes from the private sector: home owners, businesses, investors, non-profits. Foundations and governments at the state and local levels fund restoration and archeology. Even federal agencies are using preservation standards to maintain, improve, and protect the property they manage. Missing is federal participation through the Historic Preservation Fund.

Historic Preservation Fund grants for National Register properties are essential to preserve our heritage. Historic Preservation Fund grants

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[7] National Park Service, U. S. Department of the Interior, "Working Draft 1988 Historic Preservation Needs Assessment: Report to Congress Regarding the Preservation Needs of Historic and Archeological Properties in the United States Part 1," March 1989, p. ii.

assist non-income producing properties--archeological sites, buildings owned by non-profits
and governments-- that cannot benefit from the rehabilitation tax incentives;

meet needs of threatened and historically significant properties as identified in approved State historic preservation plans;

provide for the equitable distribution of resources to meet the needs of historic properties;

provide seed money to encourage restoration rather than demolition or deterioration and to catalyze rehabilitation;

ensure, through National Park Service standards, that state of the art restoration methods are used; and

ensure, through protective covenants, that the property will be appropriately maintained for a minimum of 30 years, if not longer.

Appendix I
SHPOs AND RESTORATION PROJECTS IN FY 90

The National Conference estimates that SHPOs will devote approximately $700,000 of the FY 90 Historic Preservation Fund withdrawal to restoration and archeology subgrants. The amounts the SHPOs have designated from their FY 90 Historic Preservation Fund allocation for restoration and archeology subgrants range from $35 thousand to $100 thousand.

As a consequence of the State's particular interest in archeological preservation, **Arizona** will give priority to restoration grants to support archeology. A second priority for restoration and archeology subgrants be given to certified local government.

Some SHPOs including those in **Washington**, **Wisconsin**, **New Mexico**, **Illinois**, are planning a fiscal year 1990 restoration subgrant program based on an open solicitation of requests.

Georgia is going to do a demonstration project on restoration and low income housing.

Oklahoma will target its restoration program to minority owned historic properties in active use.

Montana and **Idaho** are concentrating its restoration subgrants on certified local governments.

Southern states, **Mississippi**, **Louisiana**, and **Alabama**, watching the economic slow down in the local economy result in the severe deterioration of rural properties are targeting their restoration grants toward the rescue of eminently threatened rural landmarks.

Texas which has for a few years generated a statewide endangered buildings list will select projects from that list.

Some SHPOs have elected not to undertake acquisition and development projects in fiscal year 1990.

For some states, the primacy of the core programs for survey, evaluation and protection took precedence. As an example, **Maine** is moving toward the institution of statewide growth management. The Maine SHPO is concentrating his efforts on supporting local efforts to incorporate preservation into local land use plans.

Financial realities in other States prohibited their undertaking a restoration program. The **Massachusetts** SHPO has sustained a 15% budget cut in this fiscal year; **Pennsylvania** a 30% cut in their operating (non-salary) budget. The increase in the state's FY 90 Historic Preservation Fund allocation over the FY 89 allocation was required to maintain the core program.

Other states had already completed their grants application cycle by the time the prohibition on restoration grants was official. **Kentucky** and **Delaware** felt it would be unfair to "change the rules" in the middle of the game.

SHPOs and FY 90 Restoration projects continued

West Virginia decided to use its increase to build its preservation infrastructure at the local level through increases in support for the certified local government program.

In disaster-ridden **California**, the SHPO has already devoted $500,000 addressing earthquake preservation problems. Instead of doing a small restoration program, the SHPO is conducting a study, useful in all earthquake prone areas, on retrofitting historic buildings to minimize earthquake damage.

Happily, a some SHPOs have funds appropriated by their state legislatures for historic preservation--**Florida** $6 million, **Rhode Island** $3 million, **Maine** $2 million, **Iowa** $1.7 million.

Appendix II
FOUNDATION OF THE PRESERVATION PROGRAM--SURVEY AND PLANNING

The first priority of the national program is Historic Preservation Fund support for the preservation infrastructure. This is the fundamental aspect of the provision of a future for our nation's past. These non-construction, or survey and planning funds, when matched, accomplish the preservation basics.

A. SURVEY IS PRESERVATION

The first step in preservation is knowing what you have: the historic sites survey process. The Historic Preservation Fund has been and is the catalyst to map, describe, research, and photograph the nation's patrimony. Survey is the essential first step--you can only preserve what you know exists.

The experience of the 1989 hurricane and earthquake drive home the urgent importance of documenting historic properties. A thorough inventory of historic properties would expedite recovery by providing documentation for reconstruction efforts. Further, in Hugo-ravaged Puerto Rico the State Historic Preservation Office is using its professional staff to provide technical assistance on a one-on-one basis to citizens in rural areas on rebuilding vernacular architecture.

B. NATIONAL REGISTER IS PRESERVATION

The evaluation of the significance of properties on an inventory, the National Register nomination process, is preservation too. This thoughtful ranking system indicates documented priorities so that in a world of limited resources those resources can be used wisely. Evaluation is preservation.

C. SECTION 106 REVIEWS ARE PRESERVATION

SHPOs review every ground-disturbing federal project for its impact on historic properties under Section 106 of the National Historic Preservation Act. This amounts to 100,000 projects per year. In terms of federal actions, the SHPOs ensure preservation values are considered. Section 106 reviews are preservation.

D. CLG PROGRAMS ARE PRESERVATION

Since the 1980 amendments to the National Historic Preservation Act the SHPOs have had a direct relationship to local government decision-making through the certified local government program. The SHPOs are encouraging local governments to make preservation a local priority by local ordinance. In some instances, giving local preservation commissions authority over property alteration decisions by private individuals, corporations and local governments. The clg program is preservation.

Appendix III

ADDITIONAL HISTORIC PRESERVATION FUND REQUESTS: DISASTER RELIEF and ASSISTANCE TO TRIBES

PRESERVATION AND DISASTER RELIEF

"Money." That was the answer of Connie Wyrick of the Historic Charleston Foundation on February 5, 1990, to a question from a member of the Advisory Council on Historic Preservation as to that city's recovery needs.

The National Conference is proposing a $1 million replenishment from the Historic Preservation Fund for the Secretary's Discretionary Fund to provide resources to meet the needs of historic properties from future disasters. This fund would be available for immediate use by the Secretary for disaster relief. The National Conference believes this is a needed "health insurance" for historic properties damaged when disaster strikes. Connie Wyrick indicated to the Advisory Council that damaged buildings needed hospitals too; historic properties needed a Red Cross to address their critical needs.

Natural disasters can strike anywhere at any time. The 17th century Jethro Coffin House in Massachusetts was destroyed by lightning. The availability of restoration grants from the Historic Preservation Fund allows State Historic Preservation Officers to respond to emergencies like the Coffin House. A regular appropriation from the Historic Preservation Fund would permit State Historic Preservation Offices to stabilize particularly fragile resources, as the Louisiana State Historic Preservation Office plans to do in fiscal year 1990. Retrofitting historic properties in earthquake-prone areas is another example. A FY 91 withdrawal from the HPF of $50 million for the States will give the Virgin Islands, Puerto Rico, South Carolina, California, and North Carolina additional resources to meet the needs of the 1989 disasters.

The combined devastation of the hurricane and the earthquake had the positive effect of the preservation community working together. The National Park Service provided invaluable technical assistance, sending experts to the disaster sites, uncertain, at the time, if the costs would be covered. The National Trust regional offices stepped in on both coasts. The Trust conducted a damage assessment using a National Endowment for the Arts Grant.

The California SHPO has already expended $500,000 on disaster relief. The California SHPO and the Federal Emergency Management Agency immediately entered into a memorandum to provide for a FEMA representative to review every application for assistance for structures over 50 years old. California hired a structural engineer to be on call to examine historic properties. This expedited the initiation of recovery construction and ensured preservation.

In South Carolina the SHPO has concentrated its efforts outside of Charleston in the 24 counties impacted by the hurricane. SHPOs from Georgia, Pennsylvania and North Carolina sent professional staff to assist in the recovery. The Historic Charleston Foundation, the City and other preservation organizations immediately united their recovery efforts.

The National Conference will conduct a workshop at its 1990 Annual Meeting to summarize responses to both disasters and to begin to set an agenda for future preparedness.

Additional HPF requests continued

TRIBAL PRESERVATION ASSISTANCE

The National Conference supports withdrawals from the Historic Preservation Fund for tribal preservation activities. The Conference understands that tribal organizations will directly approach Congress for preservation assistance.

The National Conference believes tribal preservation grants should be a separate item in the Historic Preservation Fund withdrawals unless State Historic Preservation Offices are to be the conduits for such tribal grants.

The National Conference has, for over four years, supported the creation of tribal preservation programs in its proposed amendments to the National Historic Preservation Act.

WEDNESDAY, MARCH 7, 1990.

NATURAL RESOURCES

WITNESS

NELLIE LONGSWORTH, PRESIDENT, PRESERVATION ACTION

Mr. DICKS. The National Trust for Historic Preservation, Jack Walters? Oh, excuse me, I missed Nellie here. Nellie, we'll hear you next. Come on, Nellie, get up here.

I'll be right back.

[Recess taken.]

Mr. DICKS. The committee will come to order.

Ms. LONGSWORTH. You must have raced.

Mr. DICKS. Yes, we did.

All right, Nellie, we've got your statement. We'll put it in the record. You may summarize.

Ms. LONGSWORTH. Thank you.

First of all, I want to congratulate you on a big victory that I understand you won last week on the depot—

Mr. DICKS. Yes.

Ms. LONGSWORTH [continuing]. That you finally——

Mr. DICKS. Yes, Union Station. We're going to work on that. In the next two years it will be a Federal courthouse, and it will help Tacoma. It's going to be a great step forward for our community, I think.

Ms. LONGSWORTH. Yes, but how many years have you been doing that now?

Mr. DICKS. About three years, four years actually.

Ms. LONGSWORTH. It's been long. It's been tough to convince the Government, hasn't it?

Mr. DICKS. Well, it's hard just to negotiate the agreement between the Federal Government—we found that when you have a Federal courthouse that's being built by the Executive branch at the direction of Congress, that you have the rugged independence of the three branches of Government all in play, along with the city of Tacoma and the State of Washington and others. It got to be a real long, drawn-out process, but we're real pleased about it and it's going to be great for our city.

Ms. LONGSWORTH. Congratulations.

Mr. DICKS. Thank you.

Ms. LONGSWORTH. I would also like to join those people expressing their gratitude to the committee for your tremendous input over the past eight and nine years when we wouldn't have had a program without you. Of course, we're pleased to be in the President's budget and we're very pleased to support a number of the recommendations for the historic preservation fund, the Advisory Council, and elements of the National Park Service.

However, historic preservation is a balanced program. While the President's budget really did help, there are areas where it did not go far enough. One of the areas that we really want to impress today is the area of the need for a hands-on preservation grant. These are grants that actually will help us get the job done. That's talking about the local level.

They are grants that are desperately needed to stabilize landmark buildings, archeological sites. The interesting thing that I think is very important to note this year is that grants are not only money, but grants carry with them some protection for the buildings that receive them. There is a requirement in the Park Service that any time a grant is given, through the historic preservation fund, that a covenant must go with it. The covenants, as I understand it, are based on the size of the grant and the length of time. Covenants range from 20 to 30 to 50 years.

In a sense, by having this grant money, you are really saving the building for a period of time and you're accomplishing two goals, not just the one of the money.

We have a system right now where—it's already in place in the States for these grants. The State has the ability to direct the grant to the most needy resources, and it has the ability to see that the grant is met. As you know, grants are more than matched; they're leveraged one on one. Then it has this covenant which we feel is very important.

I was talking to Jake Thompson, the State Historic Preservation Officer from Washington today, and I was asking Jake whether there was any immediate need for grants in the State of Washington. He said the first thing that came to his mind was the need for grants in the warehouse district right across from the depot. He said there's a desperate need to get private capital in there and get that turned around.

He said at the moment, with the tax incentives in the State the way they are—the tax incentives literally have almost come to a standstill. In fact, the use of the tax credits last year was less than the 1981 level, and that was before we even had the investment tax credit.

We're looking at a situation right now where we do need to get the credits back, but we don't have the credits; we don't have grants. We're going to be in a situation where there's going to be a continued postponement of maintenance, restoration, and reuse, and this is caused by this lack of having any incentives and any money. It means that in the long run the historic resources are going to end up being clear losers in the big land grab.

As you know well, preservation is an uphill battle, and there are a lot of us who have been spending a lot of time on it at the local levels. At this point I wish the committee would go back and look at the grant program that worked so well in the seventies and realize that small amounts of money—for instance, for a facade improvement—can give the idea that an area is turning around. In your case, it can give an idea that that warehouse district is going to be revitalized as a result of all the efforts that have gone on with the depot itself.

Mr. Dicks. I think that's an excellent idea. I'm glad you brought it to my attention. Neal may not be, but——[Laughter.]

Ms. Longsworth. We also, as I say, very much support increased money for the National Trust, because we feel that they have been doing an excellent job over the past year. One of the areas that we really had a chance to see historic preservation at work was in the areas where disaster struck with both Hugo and the earthquake. The National Trust, as well as the State historic preservation officers, were there and really helping the resources. There's a lot to be learned from it. We do need the kinds of funds that are going to make certain that we can learn lessons about construction; we can learn lessons about emergency relief.

Emergencies happen in every State. Those are just two very large ones. But, as you know, it's very common.

We also support money for the Indian tribes, and we support a rounding-out of the National Park Service budget, so that we have a balanced program for historic preservation that really gets down to the people doing the job at the local level. That's what preservation actually represents.

Mr. DICKS. Well, good. You have done an outstanding job over the years. You've been a tireless advocate, and we appreciate your good work.

Ms. LONGSWORTH. I thank you very much.

Mr. DICKS. Good.

[The prepared statement of Ms. Longsworth follows:]

PRESERVATION
Action

TESTIMONY OF NELLIE L. LONGSWORTH
PRESIDENT OF PRESERVATION ACTION
SUBMITTED TO THE SUBCOMMITTEE ON INTERIOR
HOUSE APPROPRIATIONS COMMITTEE
MARCH 7,1990

Mr. Yates and members of the committee. I am Nellie L. Longsworth, president of Preservation Action, the independent national grassroots lobby for historic preservation. We are pleased to testify on behalf of federal appropriations for historic preservation in FY 1991.

First, I would like to express our gratitude to the committee for your tremendous support of adequate funding during the past 9 years. Your input into the budget process has translated into federal appropriations that reach into every state and territory and fuel programs that value our nation's past.

This year, we all start from a new plateau. Historic preservation has finally been liberated from nine years of no appropriations support from the Reagan Administration. We applaud and endorse the current Administration recommendations for the Historic Preservation Fund, the Advisory Council, and elements of the National Park Service cultural resource responsibility. The recommended appropriation is a welcomed recognition of the federal/state/local government partnership insures the advancement of a system of historic resource preservation that is professional, fair, and consistent throughout the nation and readily available to all citizens.

Pleased as we may be, however, there are deficiencies in the recommended levels of funding. These deficiencies directly affect the ability of the program to keep ahead of clearly identified threats to thousands of important resources posed by unbridled real estate development and economic growth.

Preservation Action's recommendations are directed to the balance of program needs at all levels of government and in the private sector. The programs are in place and they are running smoothly. Their total effectiveness, however, is in direct proportion to their funding levels. We remind the committee that funding appropriated by the Congress is matched by dollars from state and local government and the private sector, a challenge we accept with enthusiasm.

I. HISTORIC PRESERVATION FUND - $61 MILLION

A. STATES - $50 million

The State Preservation Offices are 57 excellent federal investments. They carry out important federal mandates - project review, tax certification, and National Register process requirements - and match every federal dollar allocated for these functions. They bring local governments into the public partnership, provide a myriad of services to the public and private sectors, and play an invaluable role in times of disaster, as we learned firsthand last fall.

The Bush Budget recommendation recognizes the vital role of the states in the preservation of our heritage and increases the dollar request over the FY90 appropriated level. This does not go far enough, however. It does not recognize the critical need for "hands on" preservation grants.

Preservation grants offer more than desparately needed dollars to stabilize threatened landmarks, buildings, and archeological sites. They offer protection to the property for 20, 30, or 50 years, depending upon the state and size of grant. They bolster a system whereby the state may direct the grants to the most worthy and threatened of historic resources, the grant is matched at least 1:1, and a preservation covenant is a condition of grant receipt. The protective covenant is a vital tool in our battle to keep landmarks and important sites out of the hands of insensitive developers.

"Hands on" grants have taken on greater importance in light of devastating changes made to the historic rehabilitation tax incentives in 1986 tax reform. Use of the rehab credits, a tool which attracted investors and developers to preservation and changed the attitudes of city leaders, has come to a virtual standstill. Remarkable statistics show that, at its zenith in 1985, the rehab credits attracted $2.3 billion of private investment into 3,117 projects. The numbers recently released for 1989 show a 68% drop to pre-1981 levels: $769 million invested in 994 projects. The postponement of needed maintenance, restoration, and reuse created by a lack of grant money and tax incentives means that historic resources will be serious losers in the marketplace of tomorrow.

The grants-in-aid program for such activities as engineering studies, stabilization, and actual restoration was very successful in the '70's. Preservation Action believes it is time to reexamine this proven component of the historic preservation program, its leverage potential, its impact on local communities, and its ability to protect threatened resources. This year's restoration needs have been exacerbated by the destruction and damage to legends of historic resources by Hurricane Hugo and the La Prieta earthquake. The state programs already have granting authority and every state would be better prepared to act in any emergency if "hands on" preservation grants were included in the FY 1991 mark.

B. NATIONAL TRUST - $9 million

The National Trust has completed an exemplary year of providing planned and emergency outreach to the preservation community.

The Preservation Services Fund (PSF) enables the Trust Regional Offices to use small grants to leverage assistance for a wide variety of timely non-profit and community projects, programs, and conferences. During 1989, the Trust responded to a host of local preservation concerns, pursuing activities directed to the preservation of problem structures including railroad depots in small western towns, farm buildings in rural areas, and, in the case of Springfield (a neighborhood in Jacksonville, FL), an entire historic neighborhood that had lost hope of ever seeing an economic turnaround. These, and other innovative programs, succeed in changing attitudes toward old buildings and historic resources and prove their value to the community at large.

In both recent disasters - Hugo and the California earthquake - the National Trust assigned resources and people to address issues that may institutionalize and improve disaster relief for historic resources and uncover useful knowledge from surviving structures that will enhance construction practices.

For these reasons, Preservation Action seeks an additional $4.2 million for the National Trust. Funds are desperately needed to replenish the Preservation Services Fund and Critical Issues Fund, and the Maritime Program. Additional monies are needed to establish the Heritage Education Center in Waterford, VA and to initiate the "Distressed Cities" program. All of these initiatives merit serious funding consideration by the committee.

The preservation community looks to the National Trust for many programs, including legitimization of preservation needs in the private sector and creative solutions. The Trust's seven regional offices, though underfunded and understaffed, are continually in demand to assist local preservation organizations. Increased appropriation of grants monies to the Trust will translate into greater community acceptance and integration of historic resources into the mainstream of American life.

C. TRIBAL PRESERVATION - At least $1 million

Preservation Action supports the doubling of FY90 funding for Tribal Preservation Programs at least.

D. DOI SECRETARY'S DISCRETIONARY FUND - $1 million

Hugo and the CA earthquake clearly defined the need for professional involvement by preservation officials at the earliest possible opportunity to prevent unwarranted demolition of historic structures. Professional organizations such as the National Trust, the American Institute of Architects, trade unions, and state HPO personnel need to become involved almost immediately.

The ability of the Secretary to release monies covered into the discretionary fund for such purposes will cover immediate costs of assembling a team of preservation officials to manage a process whereby historic structures and cultural resources will receive prompt and careful attention.

II. ADVISORY COUNCIL ON HISTORIC PRESERVATION - $2.238

Preservation Action supports the President's level for the Advisory Council. We strongly urge that language limiting the ability of the Council to comment on scientific projects be dropped.

III. NATIONAL PARK SERVICE

Preservation Action requests that the National Register program funding be increased to underwrite two years of salary increases that were not accommodated in either annual funding level. The reduction of services in this important facet of the total preservation program for this reason makes no sense to us.

Additional increases for archeological assistance and resource protection as well as enhancement of cultural resources, museum objects and historic structures are truly warranted.

IV. US-ICOMOS $100,000

United States participation and leadership in the World Heritage forum is needed during this period of transition throughout Europe and Asia. The appropriation of funds for this purpose by the US indicates a commitment to share in the protection of world heritage cultural resources beyond our shores.

THEREFORE, PRESERVATION ACTION GOES ON RECORD RECOMMENDING THE FOLLOWING:

I. HISTORIC PRESERVATION FUND:	
States	$50 million
National Trust	9 million
Tribal Preservation	1 million
Secretary's Discretionary Fund	1 million
II. ADVISORY COUNCIL ON HISTORIC PRESERVATION	2.238 million
III. NATIONAL PARK SERVICE:	
National Recreation and Preservation Program	8.8 million
Operations:	
Archeological Resource Protection	3 million
Cultural Resources Preservation	8.9 million
Historic Structures Maintenance	9.6 million
Museum Objects	5 million
IV. US-ICOMOS	100,000

Preservation Action thanks the committee for its support and looks forward to working with the Congress and Administration to enhance a historic preservation program that is intergovernmental, responsive, and fair. A well-tuned program will not stop development and economic growth but will successfully integrate them with the best of our nation's past.

WEDNESDAY, MARCH 7, 1990.

HISTORIC PRESERVATION

WITNESS

J. JACKSON WALTER, PRESIDENT, NATIONAL TRUST FOR HISTORIC PRESERVATION

Mr. DICKS. Now we'll hear from the National Trust for Historic Preservation. Sorry to get you up twice, Jack. It's nice to have you here.

Mr. WALTER. It's my pleasure. For the record, I'm Jack Walter, the president of the National Trust for Historic Preservation.

To follow up on Nellie's words, Mr. Dicks, I will give you a copy of a book called "Track Side," which was produced out in Tacoma by a critical issues fund grant from the National Trust. It takes a look at historic warehouse districts tied to the transcontinental railroads and, frankly, prompted by your efforts in Tacoma, but it takes a look at how other—in six different case studies of railroad-related warehouse districts have turned themselves around. At the core of virtually every one of the case studies is extensive use of the rehab tax credits.

Mr. DICKS. Good.

Mr. WALTER. The cutback that exists now—just for the sake of numbers, 1989 had fewer than 1,000 projects. At the peak in 1985, you were talking about 3,500. So it's a cutback of probably 75 percent, 70, 75 percent, in the number of rehab projects. You had asked the question, and the answer is severely curtailed.

Therefore, that tool, which would be the critical tool to help Tacoma get the surrounding warehouse district around the station put back on its feet, is hurting.

We're here today to testify in support of a fiscal year 1990 appropriation from the historic preservation fund of $60 million, of which $50 million would be for the States, a million dollars for the Indian tribes, and $9 million for the trust.

The statement reviews generally the details. It doesn't dwell on a very important part, which is additional endorsement for the requests submitted by the National Park Service, the Advisory Council for Historic Preservation, and the U.S. Committee for ICOMOS, from whom you will hear in a moment.

The details of the proposal are spelled out quite straightforwardly. Time limits being what they are, what I would like to say is two things about the request other than the details of it.

Mr. DICKS. Right.

Mr. WALTER. One of them is that in each case the requests or the specific proposals are to do things that we know how to do. They all have successful precedents. We know how to take the money and put it to very productive, highly leveraged use.

The second point is the leverage. We are about these things now, whether it be heritage, education, or distressed communities' initiative. I'm just back from Jacksonville this morning from the oldest residential neighborhood, the oldest and largest residential neighborhood in the Southeast. It is now the drug-infested, halfway house community, and we are turning the place around using historic preservation as a wedge into the town.

We know how to do it. We're asking for some more money to do it on a national, or at least a broader, scale than we're able to afford now.

The other thing to leave with you and what you already said—it's nice to be in the budget.

Mr. DICKS. Right.

Mr. WALTER. The language of the budget is even stronger than the money request. It does seem to me that there is an enormous opening there in the language, especially in Dick Darmon's rhetoric that essentially says, "Preserving America's heritage is a priority for private and public investment." That ranks in the same list with environmental protection, with transportation infrastructure, with R&D. He elevates preserving America's heritage to a league in that budget introduction that is brand-new to anything that we've talked about for a decade. It gives us a chance to get this program back where it was a decade ago, because this request of $60 million is essentially a request for an historic preservation appropriation of 10 years ago. If we get it back there, we would love it.

Mr. DICKS. Good.

Mr. WALTER. Thanks.

Mr. DICKS. That was an excellent statement. We appreciate it. We appreciate the work that you all do. I very much appreciate this. Thank you very much.

Mr. WALTER. You're welcome. It's good to see you.

Mr. DICKS. We'll see you at the next school meeting.

Mr. WALTER. Yes, sir.

[The prepared statement of Mr. Walter follows:]

Testimony of
J. JACKSON WALTER
President of the National Trust for Historic Preservation
before the
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES
COMMITTEE ON APPROPRIATIONS
U. S. HOUSE OF REPRESENTATIVES

March 7, 1990

On behalf of the trustees and nearly quarter of a million members of the National Trust for Historic Preservation in the United States, I am pleased to have this chance to testify before this committee, which has been so supportive of our work over the years. As you might imagine, the National Trust for Historic Preservation is pleased that President Bush has proposed federal funding for the National Trust and the state historic preservation offices. For nearly a decade we have had to rely on this committee to save us from "zero funding" requests. Therefore, this is an appropriate moment to note this significant change of policy direction and to renew our appreciation to Chairman Yates and the other members of this committee for continuing to support appropriations for the National Trust and our partners.

More significant than the amounts proposed for these programs is the depth of understanding that the budget message shows for the importance of our common heritage. For those of us who have worked to preserve the sites and structures that make up our cultural inheritance, it is very encouraging to find that the President has listed our mission side by side with national security, infrastructure and environmental protection as a principal strategy for investing in America's future.

Last year, the National Trust celebrated the fortieth anniversary of our Congressional charter. Congress assigned us the mission of protecting historic sites by educating the public about the importance of these sites and ways to preserve them, and by authorizing us to own and run historic properties. Because this committee took the lead in saving the National Trust from efforts to end federal support, we have been able to continue the work that Congress put us in business to do.

For fiscal year 1991, the National Trust requests $60 million dollars from the Historic Preservation Fund, including $9 million for the following:

$4.8 million for the National Trust's ongoing Congressionally chartered responsibilities; and

$4.2 million to enhance the National Trust outreach activities including;

$1.9 million in grant support to local communities;
$1.0 million for a distressed communities initiative;
$0.5 million for the preservation of historic maritime resources;
$0.5 million for our historic house museums interpretation project;
$0.3 million for start up costs of the national heritage education center, to be located in the National Historic Landmark village of Waterford, Virginia.

Our request also includes $50 million for the state historic preservation officers to fund their important activities and $1 million for preservation grants to Indian tribes. We also support the requests of our other partners in the national historic preservation program: the National Park Service, the Advisory Council on Historic Preservation, and the International Council on Monuments and Sites.

I have given the committee this morning copies of our most recent annual report, which enumerates the ways in which we carry out our Congressional mandate. Attached to this statement is a chart showing how we are using our current Historic Preservation Fund appropriation. Today I will describe the areas in which we propose to invest a $9 million matching appropriation to further advance the cause of historic preservation.

Ongoing Field Services and Technical Assistance -- $4.8 million. The source of the National Trust's strength and effectiveness is our ongoing work in the field, namely, our capacity to reach and work hand in hand with those individuals who make up the grass roots preservation movement. We reach out in many directions through our 7 regional and field offices, 17 historic house museums, our newspaper, magazine, professional journals, our grant and loan programs and our legal assistance program, to name a few. We go where we are needed, which can be unpredictable at times.

This year, for example, we moved quickly to address the damage to historic places caused by *Hurricane Hugo* in the Carolinas, Puerto Rico and the Virgin Islands. Our team of experts found themselves knee deep in sea water in the Virgin Islands, with no electricity or running water or hotel rooms, only days after the storm. Two of our historic properties, both in Charleston, were damaged and required fast footwork in response. We won a grant from the National Endowment for the Arts which made possible the in-depth study on the effect of Hugo on historic structures. Our field staff gave technical advice and worked with the Federal Emergency Management Agency and the Small Business Administration to assist historic sites. Our National Main Street Center provided on-site organizational assistance to small communities in South Carolina severely affected by the disaster. Thanks to the generous response to an emergency appeal to our members, the National Trust was able to give direct financial aid to help those who might not otherwise be able to cope with the special needs of saving and rehabilitating hurricane-damaged historic properties.

Making Grants to Local Communities -- $1.9 million. The National Trust's grants and loans are perhaps the most obvious examples of solid, highly-leveraged, investments in historic preservation. In fiscal year 1989, for example, our program of small, local technical assistance grants, the Preservation Service Fund, made 160 grants totalling $247,000 (averaging just under $1,550 a piece) and stimulating more than two million dollars in local private investments; a leveraging ratio of greater than seven to one.

An investment that will have long-range payoffs is the awarding of grants to tackle the thorniest preservation issues such as low-income housing, the preservation of distinctive community assets, and managing growth in both urban and rural areas through our Critical Issues Fund. Created by Congress in 1984, and funded in part by Congress ever since, these grants have had a remarkable effect on not only the preservation professionals who deal with these issues every day, but also on other decision makers who have such a profound effect on historic sites. For the most recent grant round, the Critical Issues Fund program received requests doubling the previous year's: applicants requested more than $1 million in grant funds for studies totalling more than $3 million. In response to these requests, the National Trust will be able to award approximately $100,000.

Of the funds requested for the Preservation Services Fund, $150,000 would be set aside for a special initiative to support the reuse of historic railroad depots in communities across the country. These threatened resources are often community anchors and provide prime opportunities to spur community revitalization. In addition, $150,000 of the Preservation

Services Fund would be set aside for grants for the conservation of historic farm structures. These historic places have been severely affected by the recession in the farm economy and their preservation is a critical and immediate need.

Investing in the Future of Distressed Communities -- $1 million. Stabilizing and assisting distressed communities is one of the primary benefits of the historic preservation movement. The Administration has stated as an investment goal that "more needs to be done to bring hope and opportunity to severely distressed areas. . . . While there is no consensus about what is and what is not effective in bringing about long-term change in the lives of poor families and distressed communities, lasting improvements are unlikely to occur unless people are empowered to have more control over their living environment."

Bringing this benefit to distressed communities is a challenge given their myriad of problems and the lack of resources to combat them. The National Trust has a long history of investing in helping citizens revive distressed neighborhoods and downtowns. Our National Main Street program has worked with over 550 communities in 31 states, building strong local organizations which can sustain revitalization efforts in historic, commercial and residential areas. For the last three years, the National Trust has made a special initiative of working with towns to develop increased tourism to historic sites, with one intended effect being the preservation of those sites. The funds requested for 1991 would enable the National Trust to work in selected communities, providing a package of technical assistance, seed grants, special studies and workshops.

> In *Jacksonville, Florida*, the National Trust has taken the lead in bringing together one neighborhood for the purpose of making historic preservation the focus of community revitalization. The Springfield neighborhood suffers from many difficulties, from decay, to drugs, to official neglect, to red-lining by banks. It does, however, have some significant assets that the National Trust has worked to bring together. These include committed civic leadership, a strong local Neighborhood Housing Services program, and a wealth of historic buildings. We worked with city officials and neighborhood residents to develop a plan for a multi-year project in the neighborhood, a project that includes a $6.6 million investment by banks, insurance companies, foundations and the city.

Assisting Threatened Maritime Resources -- $500,000. Historic maritime resources are an especially fragile part of America's patrimony. Many vessels are made of wood and metal and are exposed to constant deterioration from the elements. Contemporary uses are difficult to find and even more difficult to make financially viable. Too often, these resources fail to receive the treatment they deserve. At the same time, they have a special place in our past; the history of the United States is intimately linked to maritime activity in every region -- on oceans, lakes, bays and sounds, rivers and canals. Most of us can trace our ancestry back to someone who arrived here by ship, be it the Mayflower, a slave ship or a vessel that disembarked its immigrant passengers at Ellis Island. Since the establishment of its maritime program in 1976, the National Trust has played an active role in meeting these special challenges.

> For example, a $20,400 National Trust grant to the Columbia River Maritime Museum in *Astoria, Oregon*, made possible the restoration of five traditional small boats native to the Pacific Northwest. The three Columbia River gillnet boats and two Coast Guard surfboats, now on permanent display, formed the basis for an active, privately-funded historic small craft program that has won national recognition for the Astoria's maritime museum.

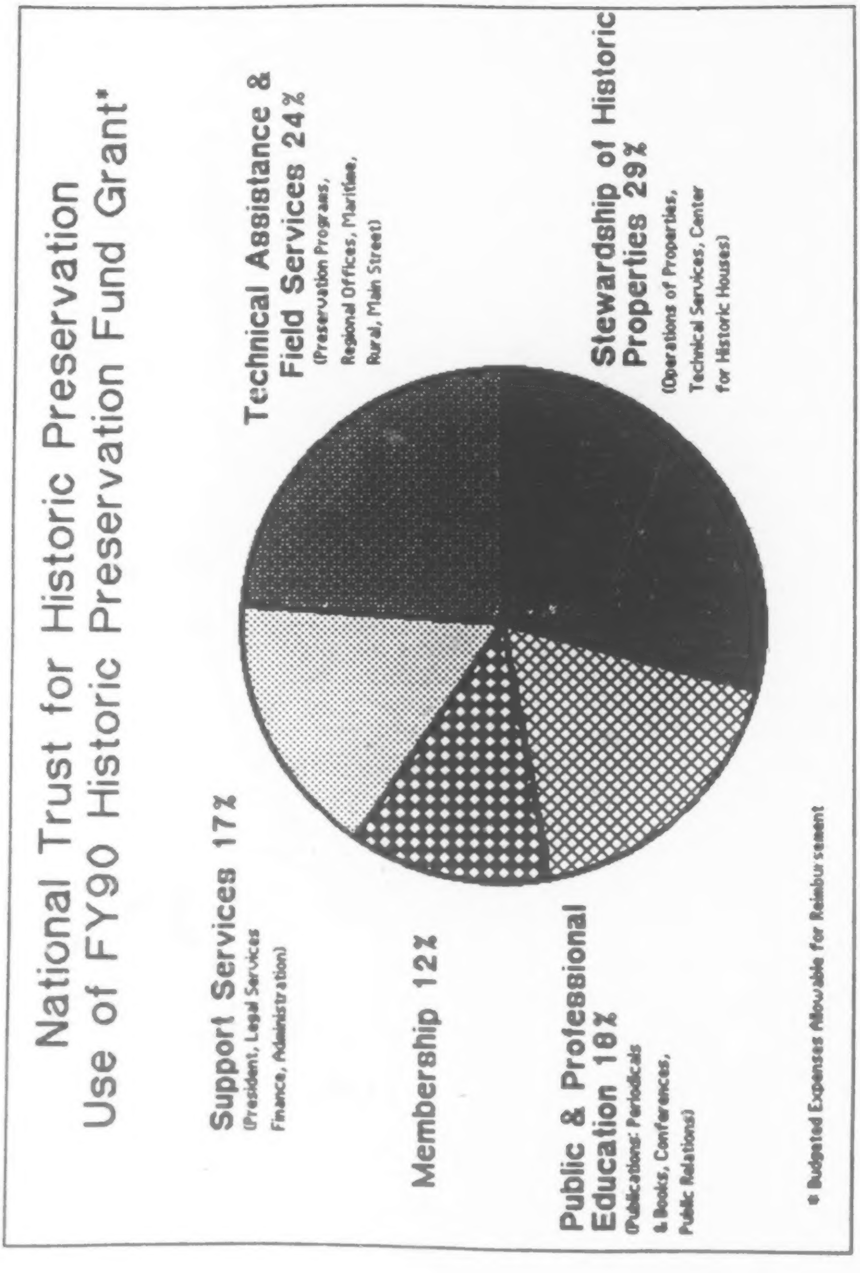
Interpreting Historic House Museums -- $500,000. Using historic resources to teach about our past is fundamental objective of the National Trust. As this committee has heard time and time again, there is an epidemic of ignorance about history so widespread that it is a national crisis. The administration's budget statement points out that "large numbers of college graduates today cannot distinguish the thoughts of Karl Marx from those in our own Constitution. They have no sense of either Plato's *Republic* or Martin Luther King Jr.'s "Letter from the Birmingham Jail." Bombarded by cultural sameness. . . . Americans often know little or nothing of what they have inherited."

We believe that any student who has the chance to visit James Madison's lifetime home, Montpelier, in Orange, Virginia, one of the National Trust's house museums, will come away with a deeper understanding of not only the life of the father of the Constitution, but also the Constitution itself. In fact, one of the first undertakings of our heritage education initiative was a summer institute for secondary school teachers at Montpelier for this very purpose.

As the owner of 17 historic house museums across the country, we are deeply aware of the need to use these sites to teach: it is apparent to us that heritage education offers much more than architectural history lessons and can serve as an especially potent tool in educating the nation's school age children. Among historic house museums, there is a need to do better interpretation. Our experience as a member of this community teaches us just how hard it is to carry out the task correctly. We have conducted a study of the historical house museum field in general and found that there are over 6,000 such museums in the country, many of them recently established and run by volunteers or very small staffs. There is among these museums a great need for expert guidance in the area of interpretation. While historic house museums teach history to everyday citizens and thus possess great educational potential, we find that too often such properties give the visitor a glimpse of the lifestyles of the building's historical occupants but do not give much insight into the site's place in American history. The funds requested will be used both to improve the interpretation of our own properties and to bring the benefits of our experience to the broad community of historic house museums.

Establishing a Heritage Education Center -- $300,000. We have laid the groundwork for the establishment of a heritage education center in the National Historic Landmark village of Waterford, Virginia. The center is bringing together practitioners in historic preservation and education to plan for the center's programs, facilities, organizational structure and financial future. We have completed a six-month planning process involving leaders in education and preservation from across the country, as well as representatives from universities, state agencies and the Department of Education. Ultimately, the Center will operate a clearing house of good practices and resources for teaching history. It will support model programs and teacher in-service training for use in schools across the United States. The amount requested for FY 1991 would provide a seed grant for the center's start-up costs.

The nation's history, as represented by the buildings, structures and neighborhoods that make up our historic areas, are not just patriotic or sentimental touchstones but the capital that we as a nation have inherited from our parents. When we invest in that heritage, we are investing in our future. The business of historic preservation is that of protecting and prudently investing our resources, not squandering what we've been given, and bequeathing the best of the past to the future. I welcome the chance to work with the Administration and this committee as we seek to further strengthen the efforts of many dedicated citizens to preserve America's heritage.



National Trust for Historic Preservation
Use of FY90 Historic Preservation Fund Grant*

* Budgeted Expenses Allowable for Reimbursement

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESS

TERRY B. MORTON, PRESIDENT, U.S. COMMITTEE/INTERNATIONAL COUNCIL ON MONUMENTS AND SITES

Mr. DICKS. Terry B. Morton, U.S. ICOMOS.

Ms. MORTON. Thank you, Mr. Chairman.

Mr. DICKS. It's nice to have you here.

Ms. MORTON. Thank you.

U.S. ICOMOS again is asking for $100,000 from the 1991 budget. Jerry Rogers of the Park Service tells me that there is $30,000 for U.S. ICOMOS in the Administration's budget. So, we are actually asking for $70,000 in additional funds.

I also wish to thank you and the committee for the support that you have given us in previous years. The majority of the funds in 1984, 1985, and 1986 from the U.S. Congress were used to support the 1987 ICOMOS general assembly held in Washington in October 1987, sponsored by U.S. ICOMOS.

The general assembly continues to have a good effect on historic preservation. One of the resolutions adopted called for the convening of the first international conference on educating youth in the subject of heritage. The five-day conference, organized by Youth and Heritage of France, was held in Paris in early December. It was attended by 350 representatives from 50 countries. After France, the United States had the second largest delegation of 35 participants.

U.S. ICOMOS was represented on the conference planning committee, and the Montauk Foundation provided a $25,000 grant to U.S. ICOMOS to support the planning of the U.S. part of the conference.

This grant allowed us to award 15 partial travel stipends to American participants and facilitated the participation of five representatives from developing countries: India, Bangladesh, Columbia, Mauli, and Senegal.

Another significant development has been the establishment of the Pontifical Commission for the Conservation of the Artistic and Historic Patrimony by the Roman Catholic Church. The Bishop appointed recently to be the Secretary of this commission is visiting Washington this week from Vatican City. The commission was the direct result of the 1987 general assembly in Washington.

Monsignor Farina, who represented the Pope at the general assembly, prepared a 27-page report on our meeting. One recommendation was that a historic office be set up to look after the Catholic Church's historic properties around the world. We had a working lunch today with the Monsignor and the Bishop and leading preservationists to get the program started in the United States.

U.S. ICOMOS funds helped extend the U.S. preservation knowledge to other countries and make it possible for the United States to learn from others. We work especially close with the 60 ICOMOS national committees and the 106 nations that are signatories to the World Heritage Convention.

Of the requested funds, $35,000 go toward the World Heritage Convention programs in the United States; $35,000 will be used for U.S. ICOMOS national and international programs, both being carried out in very close cooperation with the National Park Service; $30,000 for dues to help underwrite our basic education and core program which includes the documentation center, our information services, and publications.

According to the Administration's budget report, "direct Federal expenditures and tax incentives for preserving America's cultural heritage are a relatively small part of the budget." The report continues, "but preservation should never be viewed as so small that it should be overlooked, nor so insignificant that it might be dismissed."

To paraphrase from this budget report, "U.S. ICOMOS's request is relatively small compared to the Federal budget for preservation. However, our relationship with international preservation should never be viewed as so small that it should be overlooked, nor so insignificant that it might be dismissed."

I would like to give you a report on our summer exchange program. It's now in its fifth year.

Mr. DICKS. Thank you.

Ms. MORTON. We have had 16 countries represented and 96 exchange people. Last year we had an exchange program with the Soviet Union, and this year we will have another program with the eastern European countries: Hungary, Poland, and East Germany.

Mr. DICKS. Good. It sounds like an excellent program, and we appreciate the report.

Ms. MORTON. Thank you.

Mr. ATKINS. Mr. Chairman, if might just comment——

Mr. DICKS. Yes, absolutely.

Mr. ATKINS. Thank you very much for your significant work in Romania. I was just over there in January, and I think that your efforts were an important contribution to creating the climate which made the revolution possible.

Ms. MORTON. We think we have one little small credit for that. It sounds impossible, but we worked with the American ambassador to Romania to find out what we could do, and he said it was to get information printed so it could be circulated there. He helped distribute the copies. He felt that it was important that the people knew that there were other people around the world who recognized their plight and would like to help them.

Mr. ATKINS. Having been there recently, I know your work was greatly appreciated by the people in Romania.

Ms. MORTON. Thank you so much.

[The prepared statement of Ms. Morton follows:]

U.S. COMMITTEE
INTERNATIONAL COUNCIL
ON MONUMENTS AND SITES
US/ICOMOS

TESTIMONY OF
TERRY B. MORTON, HON. AIA, PRESIDENT

UNITED STATES COMMITTEE
INTERNATIONAL COUNCIL ON MONUMENTS AND SITES

HOUSE OF REPRESENTATIVES COMMITTEE
INTERIOR AND INSULAR AFFAIRS
SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS

March 7, 1990

Thank you, Mr. Chairman, for giving US/ICOMOS the opportunity to present to your Committee our international and national preservation programs. We appreciate the support that has been given to US/ICOMOS by the U.S. Congress during the 1980's and in 1990.

For FY 1991 US/ICOMOS is requesting $100,000 in additional funds under the National Park Service. Since the Administration's 1991 budget request provides funds for the U.S. preservation programs under the states and the National Trust, it is appropriate to fund US/ICOMOS in order to extend these programs around the world. We work most closely with the 60 ICOMOS national committees and the 105 countries that are signatories to the World Heritage Convention.

This request, which represents 10% of our FY 1991 budget of $1,190,360, will support three program areas:

1. World Heritage Convention and list	$35,000
2. US/ICOMOS national and international programs	35,000
3. US/ICOMOS and ICOMOS dues	30,000

Many of these programs will be accomplished by working with national, state and local private and government organizations. These are the Advisory Council on Historic Preservation, Smithsonian Institution, State Department, USIA, USAID, EPA, the National Trust for Historic Preservation, the American Institute of Architects, the American Association of Museums, the National Park Service and the American Society of Landscape Architects.

We live in an interdependent age, requiring new levels of cooperation and understanding among the peoples and nations of the world. Sharing the identification, protection and interpretation of our cultural heritage is an important element in global understanding, cooperation and responsibility. For instance, in 1989, US/ICOMOS published with the World

1600 H Street, N.W. Washington, D.C. 20006 (202) 842-1866

Monuments Fund and the Samuel H. Kress Foundation, The Razing of Romania's past. This was an attempt, supported by the U.S. Ambassador to Romania, to let the Romanians know that the outside world was aware of the rampant destruction of their heritage, and that Americans were concerned and wanted to help them. As you no doubt know, the government had scheduled the destruction of 7-8,000 villages and the cultural heritage in the downtown of old Bucharest. With the recently successful revolution in Romania, this program has been abolished, but not before several thousand villages and 50,000 homes in the capital city were destroyed.

Programs that will be accomplished in 1991 with the requested funds:

1. World Heritage Convention, an international shared inheritance. 314 cultural and natural properties in 67 nations have been designated of "universal significance to mankind," 17 of these in the United States.

- Prepare thematic studies and nominations of U.S. properties that meet the World Heritage Convention criteria, as requested by the Interagency Panel on the World Heritage Convention.
- Publish two issues of the World Heritage newsletter and list and broaden their circulation to preservationists in local, state and national public and private organizations.
- Plan and conduct a public World Heritage Day program in April, using a model slide lecture on the Convention. The program, planned for adult audiences, will be promoted and made available for nation-wide use.
- Distribute the elementary curriculum material on the World Heritage for the U.S. school children, being tested in the Arlington County (Va.) school system.
- Continue advisory services being given to the restoration of World Heritage sites in Yemen, Ghana, Ecuador and Spain.

2. National and International Programs: US/ICOMOS will continue to share in the United States historic preservation techniques pioneered in other countries, especially in Western Europe. We will expand our preservation exports on a world-wide basis, with increased emphasis in Eastern Europe and to developing Third World countries. A special effort is being made in these regions through various projects.
The international summer intern programs in historic preservation extends the network of education, international exchange and understanding to the next generation of preservation professionals. The program is in its 6th year and to date has hosted 96 young preservationists from 16 countries. Primary support comes from three private foundations: Marpat, Montauk and Skaggs.

- Continue our USSR summer exchange for graduate students and young professionals. This was initiated in 1989, the first such exchange between these two countries to offer to Americans extended visits with immersion and integration in Soviet culture and in the work environment.

- Expand our summer intern program to Eastern Europe, sponsoring an exchange with the German Democratic Republic, Hungary and Poland.
- Assist the National Park Service in carrying out recommendations made at two conferences cosponsored recently with Poland. One conference on acid-rain was held in Cracow, and the other, on landscape architecture, was held in Warsaw.
- Create and sponsor specialized subject committees, to parallel the ICOMOS international specialized committees. The US/ICOMOS committees, making it possible for our members to become more active, will strengthen the work of the ICOMOS committees. Our committees will also set up an organized preservation dialogue within our membership, which will influence preservation worldwide. Committees established to date are Archaeological Heritage Management, Historic Gardens and Sites, Mud Brick (Adobe), Cultural Tourism, Historic Towns, Vernacular Architecture and Training. Other committees to be established are: Inventories, Photogrammetry, Stained Glass, Rock Art, Stone and Wood. US/ICOMOS is serving for the third year as the international secretariat for the ICOMOS Cultural Tourism Committee.

3. US/ICOMOS and ICOMOS dues. Membership donations and dues make possible the operation of the US/ICOMOS office in Washington, and are shared with the ICOMOS Paris Secretariat. The National Park Service dues support the US/ICOMOS basic core and educational programs, without which it would be impossible to carry out projects listed above in the other two categories.

- Conduct a membership drive directed to professionals in U.S. preservation. There has been a recent concentration on landscape architects and U.S. Armenians concerned about the future of the 1,000-year-old Armenian Cathedral of Ani, in a Turkish miliary zone.
- Carry out recommendations of the 8th ICOMOS General Assembly, which was sponsored US/ICOMOS in Washington, D. C., in 1987, with the assistance of the U.S. Congress, the National Park Service and private preservationists. An international conference on youth and heritage was held in Paris in 1989. 1991 projects are: the issuance of a newsletter devoted to youth and heritage; the assemblage of a directory of U.S. preservation educators for incorporation in an international directory and an educational seminar for U. S. and foreign teachers of youth and heritage.
- Participate in the 9th General Assembly scheduled for October in Lausanne. US/ICOMOS has prepared three theme papers for discussion at the symposium on ICOMOS: Past Achievements and Future Prospects, the Venice Charter, and Experience and Education. These themes, with papers prepared by all the ICOMOS national committees, make possible a thorough evaluation of ICOMOS goals and programs and how best to meet the needs of cultural resources in the 90's.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESSES

ANN G. CORCORAN, LANDOWNER ADJACENT TO THE ANTIETAM NATIONAL BATTLEFIELD, MD

JOANNE FROBUCK, CITIZENS' GROUP, ANTIETAM

Mr. DICKS. The Antietam National Battlefield, Ann G. Corcoran?

Ms. CORCORAN. Mr. Chairman, I'm Ann Corcoran. With me today is Joanne Frobuck who is involved with our citizens' group at Antietam. I have perhaps a novel twist today; I'm going to suggest a way that you might save some money.

Mr. DICKS. That's the first we've had today. [Laughter.]

Ms. CORCORAN. As a matter of fact, I'm going to suggest in all seriousness a moratorium on land acquisition funding when a Federal agency is found to be practicing the policies that I'm about to describe.

As I state in my testimony, I own a 300-acre farm adjacent to the Antietam Battlefield in Maryland. Joanne also owns a farm near the battlefield. We're working with a citizens' group known as SHARP. It stands for "Save Historic Antietam with Responsible Policies," which has developed what we believe is a plan for the preservation of Antietam and for the preservation of the quality of life in the Antietam Valley; and a plan, by the way, that doesn't call for any Federal money.

However, today I'm here to testify about boundary expansion and land acquisition policies that, if continued, will make a mockery of your budget and appropriations process, and are at this moment taking out of the hands of Congress any real decisionmaking power you think you have about which lands will be purchased by the U.S. Government and, consequently, which lands the taxpayer will pay to manage from now to eternity.

I'm going to use Antietam as an example today and tell you what happened and is happening when a group known as the Conservation Fund began buying land in and around the Antietam National Battlefield. What I'm about to tell you is occurring not just in Maryland, but across America—in Maine, Massachusetts, and Mississippi.

A year ago it came to the attention of our community that the Conservation Fund, an Arlington-based, nonprofit group, had quietly purchased several farms for what were at the time higher than normal prices in our county. The National Park Service said that these lands would be donated to the National Park Service; the Conservation Fund says they'll be transferred. However, much of the land is outside the authorized park boundary and couldn't be acquired in any way without legislation to extend the boundary.

At the time there were no National Park Service planning documents to mention the need to acquire those properties. There were no studies to identify the alleged critical nature of this particular land as opposed to other lands in the Sharpsburg area, and no public involvement in the discussion about the need to include these properties in the park, and no consideration from a budgetary standpoint of the cost the Government would incur managing the properties.

As recently as last summer, the superintendent said there were no plans to extend the boundary. Yet, earlier in that same year, on January 5, 1989, the Director of the National Park Service wrote to the Conservation Fund and the Richard King Mellon Foundation urging them to buy properties at Antietam. He said, I quote: "Some of the properties to be acquired are within established boundaries of the Antietam National Battlefield and others are in areas proposed for inclusion within new boundaries."

What proposal? Whose proposal? To date, there is no proposal to extend the boundaries. We only now last Saturday have been presented with the alternatives for the general management plan which, coincidentally, now include those properties. In that January 1989 letter, Director Mott goes on to say, "These acquisitions have come following meetings I have held with representatives of the Foundation and the Fund and are in response to my strong urging that the two organizations acquire these properties."

With the utmost confidence that these lands would be added by Congress to the National Park system, the Director of the Park Service encouraged this acquisition. The Conservation Fund and the National Park Service have, for all intents and purposes, made extension of the boundary of Antietam a fait accompli.

The Antietam GMP alternatives presented last Saturday were written to accommodate a deal made more than a year ago by the National Park Service and the Conservation Fund. Congress will likely be presented with a request to extend the boundary which logically and tragically would include many homes that lie between the present park boundary and the Conservation Fund land.

You will probably be told that the U.S. Government would be getting a bargain as a result of the transfer. The United States Government won't be getting any bargain and deal. The price of at least one of the properties was inflated by a HUD employee in HUD's special training opportunities program on loan to the Conservation Fund. The HUD-Conservation Fund employee purchased the Ward farm and received Washington County Planning Commission approval for subdivision only eight days before selling the same land to the Conservation Fund, whose profit exceeded $100,000. In financial circles, this is called "insider trading."

The U.S. Government will be accepting land or receiving land that was inflated in value just before its purchase by the Conservation Fund. Because of time considerations today, I would like to submit for your review the attached news articles on that transfer.

The January 5, 1989 letter from the National Park Service to the Conservation Fund says to me that the National Park Service congressionally-mandated plan process is being undermined; that there is no regard for the concerns and rights of citizens who live near national parks; that the normal checks and balances of our democratic form of government are of apparently no concern to the Conservation Fund and the National Park Service.

This practice of a land trust acting as the stalking horse for a Federal agency must be investigated. In fact, there is no need for this practice of flipping properties to the Government. Wealthy organizations, funded by large foundations such as the Conservation

Fund, can acquire, preserve, and manage properties themselves. They can place restrictive easements on them and sell them back to the private sector without placing a financial burden on the Government.

In closing, then, I'm respectfully today requesting that this committee conduct an investigation, or perhaps a GAO study, of the practice of nonprofit conservation groups purchasing land outside of authorized Federal boundaries in collaboration with Federal agencies, and perhaps we could save some money.

Thank you.

Mr. DICKS. All right. Well, we'll take a look at this. We'll ask the Park Service some questions about this when they come up here. We will see what we can find out.

Ms. CORCORAN. Great. Thank you. I really appreciate it.

Mr. DICKS. Right. Thank you, Ann.

[The prepared statement of Ms. Ann Corcoran follows:]

STATEMENT OF ANN G. CORCORAN
BEFORE THE HOUSE SUBCOMMITTEE ON INTERIOR AND
RELATED AGENCIES
COMMITTEE ON APPROPRIATIONS
THE HONORABLE SIDNEY R. YATES, CHAIRMAN
MARCH 7, 1990

Mr. Chairman, members of the Subcommittee, thank you for this opportunity to testify. I am here today to testify regarding appropriations for National Park Service land acquisition. My name is Ann Corcoran, I own and operate, with my husband, a 300 acre farm adjacent to the Antietam National Battlefield in Maryland. I was previously a Washington Representative for the National Audubon Society and hold a Masters Degree from Yale University, School of Forestry. Presently, along with managing the farm, I am working with a citizens group known as S.H.A.R.P. (Save Historic Antietam with Responsible Policies) which has developed what we believe is a plan for the preservation of Antietam and for the preservation of our quality of life in the Antietam Valley. However, I'm not here to testify for S.H.A.R.P. or to tell you about our community's preservation efforts. I am stating my background only because as one philosophically rooted in the conservation movement my criticism today of National Park Service(NPS) policies and policies of a national level non-profit conservation group comes after much soul-searching about whether the ends justify the means.

I am here to testify about boundary expansion and land aquisition policies that if continued will make a mockery of your budget and appropriations process, and are at this moment taking out of the hands of Congress any real decision-making power you think you have about which lands will be purchased by the U.S. Government and, consequently, which lands the taxpayer will pay to manage from now to eternity. I am going to use Antietam as my example today and tell you what happened, and is happening, when a group known as the Conservation Fund(CF) began buying land in and around the Antietam National Battlefield. What I am about to tell you is occuring not just in Maryland, but across America...in Maine, Massachusetts and Mississippi.

A year ago it came to the attention of our community that the Conservation Fund, an Arlington, Va. based non-profit group had quietly purchased several farms for what were at that time higher than normal prices in our county. When questions were raised about the possibility that the Conservation Fund might work with developers to create some "tasteful" commercialization of Antietam, the National Park Service quickly jumped in to say that these lands would be donated to the NPS. (And I should add here that a careful examination of communications by the Conservation Fund shows that CF itself uses the word "transfer" not donate). However, much of the land was outside of the authorized Park boundary (the so-called Ward/Stonefields Ltd. farm and a portion of the Deatrich farm).

At the time, no NPS planning documents mentioned the need to acquire those properties, there were no studies to identify the alleged critical nature of this particular land as opposed to other land in the Sharpsburg area, there was no public involvment or discussion about the need to include these properties in the park, and there was no consideration, from a budgetary standpoint, of the costs the government would incur in managing the properties. As a matter of fact, as recently as this past summer, the Superintendent at Antietam said that there were no plans to extend the boundary. And yet, earlier in that same year, on January 5, 1989 the then Director of the National Park Service, William Penn Mott, wrote to the Conservation Fund and the Richard King Mellon Foundation (the apparent source of the money) urging them to buy properties at Antietam. He said, "Some of the properties to be acquired are within established boundaries of the Antietam National Battlefield and others are in areas proposed for inclusion within new boundaries". WHAT PROPOSAL? WHOSE PROPOSAL? To date, there is no proposal to extend the boundaries, we have only now, last Saturday, been presented with alternatives for the General Management Plan (Antietam has been operating for nearly 20 years on a plan that was never approved). In that January 1989 letter, Director Mott goes on to say, "These acquisitions have come following meetings I have held with representatives of the Foundation(R.K. Mellon) and the Fund(CF) and are in response to my strong urging that the two organizations acquire these properties". Obviously, with the utmost confidence that these lands would be added by Congress to the National Park System, the Director of the Park Service encouraged this acquistion. Indeed, the Conservation Fund and the National Park Service have, for all intents and purposes, made extension of the boundary at Antietam a 'fait accompli'.

The General Management Plan Alternatives presented to the public last Saturday identified this acreage as important for the park to acquire. In other words, the GMP alternatives were written to accomodate a deal made more than a year ago by NPS and the Conservation Fund. Congress will likely be presented with a request to extend the boundary which logically (and tragically) would include many homes that lie between the present park boundary and the Conservation Fund land. And finally, you will probably be told that the U.S. government would be getting a bargain as a result of this "transfer".

Whether sold or donated to the United States government there won't be any bargain in the deal. In my opinion the price of at least one of the properties was inflated by a HUD employee in HUD's Special Training Opportunities Program on loan to the Conservation Fund. The HUD/Conservation Fund employee purchased the Ward farm, and received Washington County Planning Commission approval for subdivision 8 days before selling the same land to the Conservation Fund. His profit exceeded $100,000. So the U.S. Government will be buying, or accepting as donation, land that was inflated in value just before its purchase by the Conservation Fund. Because of time considerations today, I would like to submit for your review the attached news articles on that land transaction.

The January 5, 1989 letter from the National Park Service to the Conservation Fund, says to me that the NPS Congressionally mandated planning process is being undermined, that there is no regard for the concerns and rights of the citizens who live around National Parks, and that the normal checks and balances of our democratic form of government are of apparently no concern to the Conservation Fund and the NPS. This practice of a land trust acting as the 'stalking horse' for a Federal agency must be investigated. In fact, there is no need for this practice of "flipping" properties to the government. Wealthy organizations, such as the Conservation Fund can acquire, preserve, and manage important properties forever themselves, or place restrictive easements on them and sell them into private ownership, thus preserving their historic, scenic, ecologic, or agricultural character without placing that financial burden on the Federal government.

In summary, the practice of land trusts purchasing land for the express purpose of flipping it to government agencies circumvents Congressionally mandated planning, and public review and comment processes. Furthermore, the government, more often than not, pays more for the land due to land trust practices of destabilizing local real estate values. The ramifications are frightening when one considers that the American Heritage Trust Act, H.R. 876, seeks to make land acquisition funds available to the NPS and land trusts while avoiding review by this committee. Since there is no formal oversight of NPS policies, I am respectfully requesting that this committee conduct an investigation of the practice of non-profit conservation groups purchasing land outside of authorized federal boundaries in collaboration with federal agencies.

United States Department of the Interior

NATIONAL PARK SERVICE
P.O. BOX 37127
WASHINGTON, D.C. 20013-7127

IN REPLY REFER TO:
D18 L1425(660)

JAN 5 1989

Patrick F. Noonan, President
The Conservation Fund
1800 North Kent Street
Suite 1100
Arlington, Virginia 22209

Dear Mr. Noonan:

I understand that the Richard King Mellon Foundation, in conjunction with The Conservation Fund, is in the process of acquiring several tracts of land located at the Antietam National Battlefield, Sharpsburg, Maryland. The Antietam tracts include the Culler farm, the Deatrich farm, the Stonefields, Ltd., property and the Reese farm. In addition, I understand that the Foundation and the Fund are pursuing additional properties at Antietam. Some of the properties to be acquired are within established boundaries of the Antietam National Battlefield and others are in areas proposed for inclusion within new boundaries. It is my understanding that the Foundation and the Fund plan to conduct historical and ecological studies of the properties and, at the appropriate time, to donate them to the United States.

All of these properties are extremely important to our national heritage and will represent significant additions to this important battlefield. These acquisitions have come following meetings I have held with representatives of the Foundation and the Fund and are in response to my strong urging that the two organizations acquire these properties. These acquisitions are all the more important in light of the development pressures we experienced last year at Manassas National Battlefield. Because of the significance of these areas to the preservation and interpretation of the battle of Antietam, the primary responsibility for protection should be with the National Park Service.

I know of no more fitting contributions to our Nation's National Park System than the acquisition of these properties and later donation of them to the United States.

You may be assured that the Service will most gratefully accept these properties as part of our national heritage at such time as you determine to donate them for purposes of the Antietam National Battlefield. In the interim, we would be pleased to discuss management arrangements with you whereby the Service would manage these properties.

Thank you again for your generous support of the National Park Service.

Sincerely,

s/ William Penn Mott, Jr.

William Penn Mott, Jr.
Director

cc: Mr. Mason Walsh, Jr.
Richard King Mellon Foundation

THE CONSERVATION FUND

CIVIL WAR BATTLEFIELD PROJECT
FRANCES H. KENNEDY, DIRECTOR
DESTRY JARVIS, ADVISOR
1800 NORTH KENT STREET, SUITE 1120
ARLINGTON, VIRGINIA 22209
(703) 525-6300

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April 20, 1989

Mr. Richard J. Rambur
Superintendent
Antietam Natinal Battlefield
P.O. Box 158
Sharpsburg, MD 21782

Dear Rich:

As you requested, this letter is to report to you on the status of the properties that The Conservation Fund has recently acquired adjacent to the Antietam National Battlefield. Both of the properties, the 98 acre farm owned by Goldie M. Deatrich and the 48 acres owned by Thomas Low and Gretchen Van Hyning, are continuing to be farmed by farmers in the area. The Conservation Fund has, as you know, signed an agreement to purchase the 140 acre farm owned by Paul M. Culler. It, also, will continue to be farmed while The Conservation Fund owns it.

We appreciate your advising us to acquire the properties and of the importance of these properties being protected in their present state in perpetuity to which we fully agree. We look forward to working out a management plan for each of the three properties with you. We plan to transfer these properties to the National Park Service when the Park is authorized to acquire them.

It is a pleasure to work with you to protect one of America's most significant battlefields.

Sincerely,

Frances H. Kennedy

Frances H. Kennedy
Director

Establishing partnerships in land conservation

Washington
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Land sale by HUD workers under review

Employees turn profit when land sold to non-profit group

By DANIEL ISAAC

A federal employee on assignment to a local preservation group shared in about a $100,000 gain last year when he and a partner sold the non-profit organization land near the Antietam Battlefield.

Stonefield Ltd., a partnership between Department of Housing and Urban Development employees Tom A. Low and Gretchen Van Hyning, made approximately $105,000 after selling 50 acres last December near Antietam to the Conservation Fund and an area resident. With headquarters in Arlington, the Conservation Fund is a national non-profit group that tries to preserve historic and environmentally sensitive sites around the country.

The transaction was completed toward the end of a year-long assignment in which Low was allowed by HUD to help the organization locate and purchase lands that have historic and environmental value. The assignment was part of a HUD program in which employees work with private enterprises to help them develop business and negotiation skills.

The sale has raised questions about the relationship between government workers and the organizations they're assigned to assist and whether or not such a sale violated government guidelines.

According to an April 1988 agreement that was obtained by the Business Journal, HUD allowed Low, a 22-year department veteran who works as a development officer in the action grants program, to work with the organization on the condition that he "accept no compensation from the Conservation Fund."

During his assignment, Low received a salary from the federal government and was subject to all rules regulating federal

See LAND SALE, page 19

Land sale by HUD employees raises questions

LAND SALE continued from Page 1

employees. The agreement allowed him to work two days a week at the organization. Otherwise, he was "expected to maintain his normal HUD workload."

A HUD spokesperson would not comment on whether Low's profit from the transaction violated his agreement with HUD. Low said he did not consider profits from the sale compensation since the property transaction was unrelated to his job with the fund.

Reportedly, the Inspector General's Office started reviewing the transaction after several citizens who live near the battlefield raised questions about its propriety. The Inspector General did not return phone calls by press deadline.

Van Hyning, Low's partner in Stonefield Ltd. who works in the data systems division at HUD, said she worked on the transaction during her own free time.

Low said that he was not aware when first starting the assignment that the Conservation Fund was interested in purchasing land in the Antietam Battlefield area, claiming that he had purchased the tract well before he even knew the organization existed.

He said that the Conservation Fund initiated purchase of the tract, and that he never actively marketed the land to the organization. Low added that he sold the land to the fund for less than the appraised value of the property.

Conservation Fund officials said that Low had been helping the organization buy lands in Antietam for his assignment, but that he never offered to sell his own property. Rather, Jack Lynn, a spokesperson for the organization, said that the group learned of Low's and Van Hyning's property through an Antietam Battlefield Park official. The group then approached Low and offered to purchase the land.

Low likened the deal to a friendly transaction that could take place in any office.

"The best way I can explain it is take a situation where your boss at work want's to buy a car and he comes to you and asks if you want to sell yours," said Low in a telephone interview last week. "If he gets the car and pays you the fair market value it's an arm's length deal."

Low explained that profits the partnership made were simply a result of foresight and hard work.

Low said that he and Van Hyning formed the partnership in the middle of 1987 — 10 months before he started his Conservation Fund assignment — when they learned that Virginia and Richard Ward were interested in selling their farm near the Antietam Battlefield in Washington County, Md.

In recent years, the Antietam region has become a hot spot for land speculators who are buying and selling land after indications that developers may be taking an interest in the county.

"The Wards were asking for a high price," Low said. "I had an idea and could see a little more value in the land."

Specifically, Low said that he and Van Hyning wanted to subdivide the property and sell the smaller tracts at a profit.

In June of '87, Low said the partnership bought a purchase option on the farm for $4,000. The option, according to land records, stated that they would pay $195,000 for the farm if they decided to buy the farm within six months.

By the end of the year, the partnership had subdivided the 50-acre tract into six lots, but had not sold any tracts yet. The partnership renewed the option by giving the Ward's an additional $4,000.

By April of '88, Low said that he was already working with the Conservation Fund, and was involved in purchasing spring water sites around the Shenandoah Valley and West Virginia on behalf of the organization. He was not involved in any land transactions on behalf of the organization in the Antietam area at the time, and explained that he and Van Hyning were working to sell their property "on their own free time."

In June of '88, approximately three months after Low started his assignment with the Conservation Fund, the partnership arranged the sale of a 14-acre tract to Patricia Holland for $118,000, according to land records.

Low helped Holland get a mortgage through a bank in Charles Town, W. VA., where he lives. A majority of those funds were channeled to the Wards as payment for the land.

After that period, Low said that they were actively negotiating to sell the remaining tracts to individual buyers. But in November of last year, Low said, that they decided to sell the five remaining lots to the Conservation Fund.

> The sale has raised questions about the relationship between government workers and the organizations they're assigned to assist.

Land documents indicate that the organization paid $184,000 for the Ward Farm and several small adjacent parcels that Low's and Van Hyning's partnership had assembled.

Overall, Low and Van Hyning's partnership received $302,000 after investing $8,000 for the purchase option on the property. After paying the $195,000 to the Wards for the original tract, the partnership retained about $105,000.

Low said that the actual profit was less than that because the partnership had to pay interest to the Wards. Low would not say how much the partnership paid in interest. He added that the partnership had also invested several thousand dollars in surveying and subdividing the land.

Low said that the partnership sold the tract to the Fund for $25,000 less than the appraised value of the property. He said that he broke off negotiations with two other buyers who were interested in several of the subdivisions to sell the property. Had the partnership sold the subdivisions separately, he said, the partnership would have made considerably more money.

"We figured it was better to take less and sell the whole tract at once," Low said. "It was a lot of work. We went through the whole process of subdividing the land and selling it." Low said that by the time of the sale to the Conservation Fund, he was already helping the organization buy land in the Antietam area; but that he did not initiate the sale of his property.

Rather, Low claimed, a "figure," in the organization had seen the "For Sale" sign he hung on the property and offered to purchase the tract. Low declined to name the Conservation Fund official.

Fund spokesman Lynn said that the organization learned of the property inadvertently through Antietam Battlefield Park superintendent Richard Rambur. Rambur was not available for comment.

"Low was an asset to us," Lynn said. "He brought a lot of skills with him."

Lynn said that the Low was introduced to the organization through the Bob Putz, a former federal Department of Fisheries and Wildlife official who now heads one of the organization's affiliates in Jefferson County, W. Va. Low lives in Charles Town near the Conservation Fund's offices.

Low said that he has had no ties or dealings with the Conservation Fund prior to his assignment with the organization.

"I wasn't even aware that they existed," he said. "I knew that there was a group, but I didn't know what they did."

Nothing shakes up a place like out-of-town

By James Bock

Sharpsburg

There's nothing like land and money changing hands to start people talking.

And when it's big, out-of-town money, they talk even more.

So it was that the recent arrival of the Conservation Fund, a private, non-profit organization from Arlington, Va., stirred up Sharpsburg and environs like almost nothing since the Civil War battle of Antietam nearly 127 years ago.

"They came in here like gangbusters, with high-powered lawyers and big cars. I thought, 'What's going on here?' " said Richard Rambur, superintendent of the Antietam National Battlefield, recalling the October day when Conservation Fund representatives first dropped in on him unannounced. Mr. Rambur now counts himself among the fund's most ardent admirers.

Less than three months after that meeting, the Conservation Fund had quietly arranged to pay more than $1 million for 286 acres of farmland in the Antietam area, including the famous cornfield where Union and Confederate troops engaged in perhaps the fiercest fighting ever on American soil. The fund has pledged to donate the land to the National Park Service.

With several strokes of a pen, the Conservation Fund had done more to preserve the historic scene at Antietam battlefield than anyone since Congress authorized the park service in 1962 to buy property to keep the land in a semblance of its condition a century before.

To preservationists, the fund had snatched the land from the jaws of encroaching development — and not a moment too soon.

James Bock is a reporter for The Sun.

A LETTER FROM

SHARPSBURG

Yet around Sharpsburg itself, news of the Conservation Fund purchases was met with deep suspicion, even by many who favor farmland preservation. People were talking, and much of the talk was not good.

"The biggest question we have is what do they stand to gain by this deal?" asked Millard Kefauver Jr., whose family owns and farms 280 acres within the battlefield boundary. "Are they really so generous that they have no motive whatsoever in stopping in here?"

When that kind of talk got back to Arlington, Va., people at the Conservation Fund were shaken.

Clearly, the fund and its president, Patrick F. Noonan, who ran the Nature Conservancy as a conservation whiz kid in the 1970s and has impeccable corporate contacts, are not used to hostile questioning.

"I guess I'm used to wearing the white hat," said Jack Lynn, a senior associate at the fund. "We're out there trying to protect battlefields. I don't understand it. We're essentially doing something that is good and worthwhile, and people are questioning our motives.

"The reason you acquire property is to conserve it," Mr. Lynn added. "Sometimes that doesn't translate clearly to people traditionally grounded in real estate practices."

Why the suspicion? Several reasons: The Conservation Fund paid more for farmland than local residents thought it was worth, bought it quietly without employing real estate agents, and in one case purchased land from someone associated with the fund at the time.

Finally, Washington County farmers and Conservation Fund officials view the land in fundamentally different ways.

To preservationists, the historic ground here, on which more than 23,000 casualties fell in a single September day in 1862, is priceless.

But farmland around here traded for $2,000 an acre or less until the fund entered the market, landowners and real estate agents say. Buyers paid for farmland, not history, and the area remained rural.

Benign neglect also sheltered Sharpsburg itself. Scarcely a trace of exploitation of the battlefield, which draws a half-million visitors a year, can be found in the town of 800. Not a single fast-food franchise mars the 19th-century atmosphere.

So after decades of relative inattention to their area, residents were at a loss to explain the Conservation Fund's suuden interest.

But while the Antietam area seemed largely unchanging to the landowners, preservationists had spotted development on the horizon and were desperately seeking ways to counter the threat.

Local historians formed the Save Historic Antietam Foundation (SHAF) after losing a 1985 zoning battle over a historic farm that Abraham Lincoln visited. Then the 1987 celebration of the battle's 125th anniversary and the congressional fight over development at the Manassas, Va., battlefield spotlighted how unspoiled — and rare — Antietam was.

How to keep it unspoiled? County zoning wouldn't work. It left even agricultural and conservation land unprotected from many types of development. The state's farmland preservation program, which pays farmers not to develop their land, might work, but it had not been effectively promoted locally.

The surest way to preserve the land, SHAF said, was to buy it. But SHAF had no money.

The National Park Service, which manages the battlefield, had some money — but legal authority only to buy land within a 3,250-acre battlefield boundary approved by Congress. Some threatened areas were out-

cash--even in a good cause

side the boundary.

Enter the Conservation Fund, with access to corporate money, no limits on where to spend it and a project under way to identify and help preserve Civil War battlefields.

The fund says it paid fair market prices based on independent appraisals for its 286 acres. Others insist that the prices were unheard of for local farmland.

"They paid about $4,000 an acre, approximately twice as much as properties normally go for," said Syd Machat, a real estate agent in nearby Boonsboro. "That type of purchase introduces market chaos, as far as I'm concerned. I'm just sitting back and scratching my head about the prices they paid."

The fund's point man in the Antietam area was Thomas A. Low, a resident of nearby Shepherdstown, W.Va. He worked two days a weeks for the conservation group while on paid leave from his federal job.

Mr. Low's land-buying tactics smacked a bit of cloak-and-dagger.

Joy Hose, a real estate agent, recalled the mystery that shrouded a request from Mr. Low that she do a market analysis on a property the fund eventually bought.

"He wanted me to drop it off at Pete's Tavern in Sharpsburg addressed to Mr. Noonan, and he didn't want me to let anybody know about it. After I said, 'Pete's Tavern?' he said, 'Well, maybe the gas station,' " said Ms. Hose, who only dealt with Mr. Low by phone.

Mr. Lynn said the Conservation Fund, like similar groups, kept the lowest of profiles to get more for its money. Once the word is out that a conservation group is buying land, prices shoot up, he said.

A case in point might seem to be the farmland the fund bought from Mr. Low himself.

Mr. Low and Gretchen Van Hyning, a co-worker who lives in Rohrersville, bought 50 acres of farmland near the battlefield for $77,000 in June 1988.

Six months later, they sold 48 acres of the same property to the Conservation Fund for $184,000, only eight days after winning final county approval to subdivide the land.

Mr. Low said that "never in my wildest imagination" did he think the Conservation Fund would buy the land. He said that he and his partner had had an option to buy the property since mid-1987 and that they always intended to subdivide it into five large lots and sell it.

"I agree it's a strange set of circumstances that led to it, but I can guarantee you that's all it is," Mr. Low said. "This was an arms-length, appraised transaction. I didn't approach them with it; they approached me."

Mr. Low did not become a Conservation Fund volunteer until March 1988, more than nine months after he and his partner filed for a subdivision permit for the land, Mr. Lynn said.

Mr. Lynn denied that the fund had paid too much for the property as compensation to Mr. Low. In fact, he said, the fund bought the land at below its appraised value of "well over $200,000."

The former owner, Virginia Ward, said she and her husband, who died in April, had no regrets about selling the land where they had raised beef cattle to Mr. Low and Ms. Van Hyning.

"We had it on the market for almost three years, and then this gentleman and lady came down the road and bought it. Less than a year later we found out the Conservation Fund had bought it from them. As long as we got what we asked for, we didn't feel we really had anything to complain about. After all, Mr. Low bought it to make a profit," Mrs. Ward said.

And so another chunk of the Antietam battlefield was apparently preserved, even though land and money changing hands started people talking.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESS

ERICH VEYHL, CHAIRMAN, WASHINGTON COUNTY ALLIANCE, LUBEC, ME

Mr. DICKS. All right. Washington County Alliance, Erich Veyhl?

So that we can keep going, those of you who are sitting up here, next we will have Brock Evans, Marcia Staigmiller.

Yes, Erich?

Mr. VEYHL. I'm here to talk about the National Park Service, and in particular their national natural landmark program. The topic listed here isn't quite right; it says.

Mr. DICKS. We'll put it in the correct slot, and you have five minutes—we'll put your statement in the record, and you have five minutes to summarize it.

Mr. VEYHL. Okay. We've uncovered somewhat of a scandal in this program which does have implications for the budget, but, even more importantly, for the civil liberties of a lot of landowners around the country. I think it shows that there is a need for more oversight over the Park Service and restrictions on some of the powers that they have.

We discovered this quite by accident. A couple of years ago, the National Park and Conservation Association came out with a proposal for a big new national park way up on the eastern coast of Maine, as far as you can get before Canada, about a third of the county. I own property there, and he's looking at me because he knows I live in Concord down the street from him. That's how I got involved in this.

The park plan itself is not being studied right now by the Park Service, and we hope that it won't, especially since the two town meetings right on the coast, the core of this area, voted unanimously against it. But, along the way, we did discover that they were also studying a proposal to make us into a national natural landmark, also run by the Park Service, for about 17 miles of coastline.

When we first asked about this, they claimed that there was nothing to worry about; it has no effect on property rights; it is entirely voluntary; it's just an honor; and it has nothing to do with planning for new parks. But we were suspicious because they were going around saying that our land was nationally significant. I think you can see why we would start to look for a connection here.

We also found that they were doing it behind our backs over a period of many years and had not told any of the landowners that this was in the works. When we asked further, we were told things like, "Don't worry about a new park taking over your land in the short term." Phrases like that just raised our suspicions, so we investigated it more.

We found that the program itself, while it has no legislative mandate, unlike the historical landmark program, it does have some regulations on the Code of Federal Regulations, and the Park Service and its representatives in Maine who are working on this project were in violation of the provisions in there, mainly to notify the owners, but also some things having to do with the criteria for selection.

We also found out that it is, indeed, a feeder program for new parks. The Park Service has a list of several hundred new acquisition areas based on the studies for this program. The NPCA says that this was one of the original purposes for the program and recommends accelerating it.

There have been about a dozen of these landmarks acquired by the Park Service.

Mr. DICKS. We've checked on this. I just want to let you know that the Park Service is currently operating under a one-year moratorium, and they say the purpose of this moratorium is to conduct a thorough examination of the national natural landmark program, including the program's regulations and program procedures. "We will pay special attention in this review to the issue of landowner notification, landowner rights, and landowner consent."

So, apparently the kind of concerns that you have expressed are now being taken into account by the agency.

Mr. VEYHL. The last we heard, their review consists of revising regulations for future operations. Of course, one of the problems, they haven't been following the regulations they have, and that moratorium, if you know how the program operates and you read the wording in Mr. Ridenhour's memo, you can see that it allows the program to continue, if they follow it literally, pretty much unchanged.

Mr. DICKS. Well, if you'd like to summarize, your time has expired. I took a little bit, so I'll give you another minute.

Mr. VEYHL. Okay. It's all written out there, but I do want to say a little bit about the cost aspect of this. There's a $168,000 line item in the budget, I believe, for this. It's the same as in the past years, but that doesn't even cover the cost of their Washington, D.C. staff. They've been transferring money inside, $106,000, from I think the National Historic Registry Program, but there are other personnel who are being used on this program which are not being accounted for.

One of the things that we're afraid of is that they're going to say, "Let's solve the problem by throwing money at it." I'd like to point out that back in the late seventies they were getting $6 or $7 thousand in the budget for it, and all they did is use it to go out and designate more sites. We have a lot of skepticism about whether the Park Service is really going to do this or if they're not just trying to minimize the reputation they've gotten for what they've been caught at.

Mr. DICKS. All right. Well, thank you for your presentation. We'll ask some questions about it when they come up.

[The prepared statement of Mr. Veyhl follows:]

WASHINGTON COUNTY ALLIANCE

save a way of life

INTERIOR AND RELATED AGENCIES SUBCOMMITTEE
HOUSE APPROPRIATIONS COMMITTEE

NATIONAL PARK SERVICE NATIONAL NATURAL LANDMARKS PROGRAM

By ERICH VEYHL, Chairman, Washington County Alliance, Lubec, Maine
March 7, 1990

The Washington County Alliance appreciates the opportunity to testify on the National Park Service's National Natural Landmarks Program. Private landowners at several suggested or designated Maine Natural Landmark sites have been deeply concerned over the operation of this program. The program has a line item request for $168,000 -- the same as last year -- but additional funds and resources have traditionally been internally transferred to the program. The total federal cost is unknown. Much of the legwork and decision making for the program is also done by outside groups with no public accountability.

In the course of the extremely frustrating experience of trying to keep the National Park Service and its representatives in Maine from interfering with our land, we were compelled to embark on an investigation of the Landmark Program which subsequently showed that mismanagement, political manipulation, abuse of landowners' rights and outright violations of federal law by personnel representing the Landmark Program are commonplace throughout the nation.

As a result of our investigation and the consequent inquiries from Maine Senators Cohen and Mitchell, the Natural Landmarks Program is now under a one year "moratorium" while its operations are reviewed. Unfortunately, we have now found that the Park Service's moratorium is a facade and the "review" is being guided by personnel who are themselves responsible for the program's mismanagement.

The National Natural Landmark Program is ostensibly a "voluntary", "public/private partnership" intended to help conserve significant natural sites on privately or publicly owned land by insuring that they are "considered in planning decisions and not inadvertently damaged or destroyed through a lack of knowledge.". NPS publicity says that "designation does not change the ownership of a site, nor does it carry with it any regulations or restrictions on the owner."

Few would object to voluntary conservation efforts by private landowners, some of whom have willingly foregone use of their land under the Landmark Program. But we have found that the program is being systematically abused by single minded preservationists who have no concern for the rights of landowners. In short, they are using the Natural Landmarks program as a political device to secretly survey most of rural America, to engage in federal land use monitoring, and to interfere with owners of land that preservationists want locked up on a massive scale across the country.

SUMMARY OF FINDINGS - LANDMARK PROGRAM

- Landmark designation is an administrative process with no Congressional oversight or approval;
- Many private owners have not -- in violation of Federal law -- been notified that their property was being evaluated under the program, some deliberately;
- Many private owners have not -- again in violation of Federal law -- been notified that their property was designated as a Landmark;
- The Park Service and its representatives have blocked attempts by private owners to be removed from or not considered by the program;
- The evaluation and designation process is highly political, with little or no accountability by program personnel or their representatives;
- Decisions and justifications are often made by preservationist ideologues operating as quasi-governmental agents;
- Designation as a Landmark is used by pressure groups as a political device to interfere with the owner's use of his own property;
- Other agency's rules and land use ordinances reference the Landmarks program as grounds for land use prohibition, turning Landmark designation into a taking without compensation or Congressional approval;
- Park pressure groups such as the NPCA, as well as NPS personnel, are planning on new federal legislation increasing controls over Landmarks already designated;
- The program has long been used as a surreptitious planning tool by the Park Service for new federal park takeovers of private land on a massive scale nationwide which, if allowed to continue, will lead to huge increase in acquisition budgets and further loss of landowners' rights.
- Park Service personnel have knowingly misrepresented the nature of the program to Congress and to the public, and have attempted to thwart independent investigations while covering up the problems.
- NPS expenditures on the program consistently exceed Congressional appropriations, with money being dispensed to outside preservationist organizations.

SUMMARY OF RECOMMENDATIONS

1. Congress should be setting goals for the park system; the NPS should not be following NPCA plans to expand the park system and create more federal obligations.

2. The National Park Service needs more oversight and must be made more accountable to the people it affects. The NPS should not be allowed to divert funds into the Landmark program or other studies in order to lock up land the preservationist pressure groups want the Park Service to eventually acquire.

3. A real moratorium should be put on the Natural Landmark Program. An independent body should investigate past program operation and violations of the law in evaluating and designating Natural Landmarks.

4. Designated sites should be systematically investigated and all improperly evaluated or designated sites should be de-listed pending a reformed program.

5. Evaluation data obtained illegally should be destroyed.

6. Once the illegal and unethical aspects of the Landmark program have been eliminated, the need for an NPS Natural Landmark program at all should be re-examined in the light of overlaps with better operated state and private programs, and the potentially better use of federal funds to maintain and rehabilitate existing parks.

7. If the Natural Landmark program continues, all its activity should be made voluntary. No evaluations or designations should be allowed without written consent of all affected (including adjacent) owners after full disclosure of the nature and use of the program.

8. When assessing expenditures for the program, it should be recognized that the approximate $200,000 allotted in recent years represents only a fraction of the program's cost since other funds and manpower are being diverted into program administration and field activity by NPS personnel and their representatives in the preservationist subculture.

9. The size of Natural Landmarks should be sharply delimited; attempting to designate an entire 17 mile coastline (in Maine's Washington County) for example, is a thinly disguised attempt at a Greenline Park (and ultimately, a complete taking).

10. Park Service personnel should be trained to respect the rights of landowners, and learn to think in terms of people, not just "ecological units".

CURRENT STATUS

There is currently a one year moratorium on the Natural Landmark program ordered by Director Ridenour while the NPS reviews the program. Unfortunately the "review" has, at least to date, been influenced and run by those responsible for the problem and its cover up.

And the "moratorium" has been defined in such a way as to be a facade: They are continuing with "current nominations" and "onsite evaluations" in progress (which could keep them busy for years), will still "consider" sites suggested by "groups external to the NPS" (which is the source for most of them anyway), are continuing "site inspections" (the controversial covert monitoring of private land for "threats"), and will continue with "necessary NNL outreach efforts" (which means spreading the same misleading publicity about the program).

We suggest that a real moratorium is required, that the program be investigated by an independent agent such as the Inspector General, and that in the meantime a better use be found for public expenditures on the National Park System.

ATTACHMENTS

1. Discussion of the Landmark Problem
2. Sens. George Mitchell and William Cohen, letter to Manuel Lujan, Secr. of the Interior, June 26, 1989.
3. Secrecy Common When Park Service Considers Landmarks, Bangor Daily News, Jan. 22, 1990.
4. Agency Ignores Own Rules -- Owners Not Told of Landmark Status, Maine Sunday Telegram, Oct. 15, 1989 + Park Service Chooses Maine Land in Secret, Letters to the Editor.
5. Great Wass Island Nears Designation as "National Natural Landmark" -- Beals Town Officials Say They Have Never Been Notified of Proposal, Downeast Coastal Press, June 6, 1989 + editorial June 20, 1989.
6. Add Representative Natural Areas to the National Park System, NPS memorandum, July 17, 1986.
7. Secret Targets of Landmark Stealth?, Alston Chase, Washington Times (syndicated), March 5, 1990.

DISCUSSION OF THE LANDMARK PROBLEM

BRIEF BACKGROUND

The NPS began the Landmark Program in its Division of Natural History in 1961, with the assistance of preservationist groups, when it first formulated criteria and guidelines for selection of sites and compiled an extensive list of potential sites. In 1962 NPS Director Wirth asked for approval for the program from then Secretary Udall, which was granted in an administrative memorandum.

The first seven sites were designated in 1963; today there are almost 600, of which roughly half are in private ownership. About 3,000 more sites are still under consideration and several thousand have been looked at. The number of landowners across the country potentially affected by the Landmark program through designation or evaluation is in the hundreds of thousands.

The program operated without regulations until 1980. It is now governed by 36 CFR 62. The operation of the program was defined entirely by the Park Service, since there has never been any enabling legislation to guide it.

The Washington County Alliance began investigating the program in 1988 when we learned that the National Parks and Conservation Association (NPCA) was promoting the National Park Service take-over of private, State, and US Fish & Wildlife land in eastern Maine for a massive new national park. At the same time we discovered long standing but secret Landmark proposals for the same area which the NPS refused to drop when landowners and town meetings opposed the Park Service.

LACK OF OWNER NOTIFICATION OR CONSENT

According to the federal regulations (62 CFR 36), Congressional approval of a designation is not required, and contrary to recent official statements in the press, landowners are NOT guaranteed the right to reject designation or inclusion in the program. After a site is designated, each included landowner may sign an agreement to do what the NPS wants, but the land remains officially designated and part of NPS planning whether the landowner agrees or not.

The regulations require that landowners be notified "before a potential natural landmark is evaluated", again when "an area appears to qualify for designation", and again after "designation", but initial surveys of landowners in several states across the country show that many were never aware of ANY stage of the process. When landowners do learn of an evaluation, they are routinely misled about the purposes of the program to eventually lock up the land.

For example, a Park Service financed study in the late 70's and early 80's quietly surveyed the entire New England Adirondack region, including thousands of potential sites recommended by preservationists. The resulting 1982 report recommended hundreds of potential Landmarks without landowner knowledge, noting that this was done in secrecy and that "the question of secrecy and of publicity is a hot topic which will undoubtedly come back to haunt us over the years if this document becomes generally available to the public." Similar studies have been conducted for the rest of the country.

Detailed evaluation reports often show explicitly that all or most owners were never notified. Some references to lack of landowner notification explicitly note political reasons for deliberately avoiding notifying owners. Many owners still do not know their land has been designated a Landmark.

Examples of failure to notify have been presented to the Landmarks Program in Washington, DC, with no corrective action.

NEW PARK PLANNING

Contrary to Park Service statements to the public that the Landmark Program has nothing to do with new park planning, files on sites recommended or evaluated for the program are routinely used in secret for this purpose.

A 1986 internal Park Service memo stated, "the National Natural Landmarks Program has been compiling new park recommendations derived from natural region theme studies since 1971... Additionally we have available in our files all the new park Section 8 recommendations made since 1976... This information, as you know, is very politically sensitive, which is why the enclosed compilation has never been distributed outside of NPS."

(Preservationist volunteers "monitor" designated Landmarks, looking for "threats" that might justify federal action under the "Section 8" provision of the General Authorities Act.)

The Park Service says that 11 privately owned Landmarks have been acquired, but record keeping is so unreliable that the true number is unknown. A 12th site in Maine, for example, is still listed as privately owned.

The National Parks and Conservation Association says in its 1988 report that the Landmarks program was "envisioned originally as a valuable source of candidate areas" for new parks. Calling Landmarks "Ladies in Waiting", the NPCA says that "identifying" them isn't enough and urges federal "protection", including making them into new federal parks. The Landmark Program thus further threatens landowners as a tool employed by new park pressure groups seeking to take over land already declared to be "nationally significant".

The Park Service has a list of hundreds of new federal park recommendations based on areas evaluated for the Landmark program. The latest (1983) compilation is entitled "Theme Study National Park System Addition Recommendations". Further updates are in progress.

In studying the national problems with federal parks, we have observed that the road to federal park expansion at the expense of private owners is often a sophisticated, long term political process.

Each of the many steps along the way (1) give the government an official presence of some kind and/or (2) market the idea that the targeted area is "nationally unique", of "national significance", etc., in order to create public acceptance of the idea that individual landowners don't matter (or don't exist).

The National Landmarks program fulfills both of these political roles. The NPS argument that Landmark designation by itself does not now legally "guarantee" a new federal park ducks the issue; there is a broader political context here, and a temporal frame of reference spanning many years. The Landmarks Program makes it forever more difficult for targeted landowners to fight off all kinds of government proposals and pressures -- which is of course why the proponents want it.

Landowners have a right to be secure in their property: We should not have to spend the rest of our lives looking over our shoulders and fighting proposals for federal control just because some political faction wants our land.

LAND USE PROHIBITIONS -- NOW AND PLANNED

The federal government generally has the power of land use controls only in areas authorized by Congress (e.g. parks). The owner of a Landmark site can in theory refuse to cooperate with the NPS, but the NPS retains the authority to monitor the land and make recommendations to Congress for stronger federal action. Even the "choice" to cooperate with the NPS, therefore, evaporates under the threat of further federal action fueled by the expected pressure group publicity campaigns charging the "destruction of a nationally significant resource", etc., etc.

The Landmark Program is also referenced by other laws and authorities. It is usually expected by those pressuring for a landmark designation against the wishes of the landowner, that State and Local governments will recognize the "importance" of such "nationally significant sites" and use their authority to lock them up. The new Maine Shoreland Zoning Ordinance, for example, references sites designated as "nationally significant" for inclusion in "Resource Protection Zones", in which all new residential construction is prohibited.

Any link between Landmark designations and land use prohibitions stemming from other authorities, makes Landmark designation a part of the inverse condemnation.

At the national level, the American Heritage Trust Fund, now before Congress, encourages state acquisition of privately owned Landmarks. And the National Heritage Conservation Act of 1989 drafted in part by the Park Service, the National Parks and Conservation Association (NPCA), and the National Trust for Historic Preservation -- originally intended to be introduced last year -- would provide what the legislation calls "the highest degree" of controls over private use of land in or near a National Landmark. (The Park Service is reportedly "toning down" the language in the controversial bill to accomplish the same goals in smaller steps over time.)

WASHINGTON COUNTY, MAINE - A CASE HISTORY

Last summer Maine's Senators Cohen and Mitchell wrote to Secretary Lujan concerning the "lack of accountability" and other problems with the program's operations in Maine, and requested an "immediate review" of program operations. The request followed the widely publicized growing scandal in the Landmark program operation at a portion of the coastline in Washington County, Maine.

In 1988 landowners along this coast discovered that preservationists had been planning a Landmark designation for years as part of an agenda to lock up the coast -- without notifying or consulting with the owners. In 1987, for example, NPS and State employees had called a meeting with the major preservationist organizations, including The Nature Conservancy and the Maine Coast Heritage Trust. A few months later a preliminary report to the NPS said that the "essential thrust of the Landmark designation will be to insure that the major portion of the outer ... coastline be preserved in its natural state."

The discovery in 1988 of the agenda for a Landmark -- which had dated at least to the 1982 report stressing secrecy -- coincided with an NPCA announcement that it wanted the NPS to take the coast. Ironically, these threats have been directed at owners who love their land and are very conservation minded, but who don't want to lose their land and will fight for it if necessary.

The NPCA and Landmark proposals were loudly denounced throughout the area, but attempts to stop the Landmark proposal were ignored by state employees working with the Park Service on the proposed Landmark (just as the NPCA continues to promote its new park plans). Despite landowner objections and unanimous town meeting votes against the Park Service, the preservationists, who show no sense of accountability to the people they affect, continue to pursue their personal political goals at our expense.

The regulations in the CFR which the NPS wrote for itself require notification of the owners of land before a study commences. None of the landowners on our coast had been notified. The NPS claimed it had no responsibility for CFR requirements because the "study" was being conducted by State employees under a State program. The state employees, however, said they had to complete the study because of a "contract with the NPS", but, not being Federal employees, they claimed they were not obliged to follow federal regulations. (They have no contract at all, but had made a general agreement with the NPS in 1981 to help designate new sites.)

They further insisted they were only doing a "scientific" study with no recommendation for designation attached. The NPS had announced in 1986, however, that it was moving ahead with the evaluation of the coastal lands and assigned personnel to the project to work in conjunction with State volunteers. Subsequent memos show clearly that designation was regarded as a foregone conclusion, and in the 1987 preliminary report, State preservationists who alleged they were not making recommendations, wrote that designation was "imperative".

When questioned by Senator Cohen on a landowner's right to refuse participation in the Landmark program, the NPS assured him that it would "stop processing" if it learned that an owner objects. When it was pointed out that the CFR provided no such protection, the NPS said that it was "unwritten policy". When we asked what an "unwritten" policy is supposed to mean, the NPS said that we just "don't understand" how the federal government works: the policy became "written", the NPS said, when they wrote it in a letter.

The landowners had already objected, yet the "processing" continued. Letters to the NPS demanding that they stop were typically answered (eventually) as follows: the NPS isn't processing anything because the State volunteered to do it; when the State submits its report the NPS will consider it [as if the decision were not made long ago] and proceed with posting the designation for "comment" in the Federal Register [which corresponds to the required "Second Notification" after an evaluation is completed]. If a landowner still objects, the letter implied, his land would remain part of the list anyway but without the "official" designation, at least for awhile. No explanation was given for how this process justifies skipping the required First Notification, or how owners who were never informed of the program would know to object to it, or why they wouldn't just "stop processing" [which is because they want all the data in their files no matter what the owners want].

At this point Senators Cohen and Mitchell wrote their letter requesting an "immediate review".

Clearly, the NPS and its volunteers who planned this long ago intended to quietly and relentlessly push their plans ahead regardless of what anyone thinks, taking what they can get now and coming back for the rest later. The proposal is now on hold only because the scandal was widely publicized, but the long term goals have not been abandoned.

About the same time, the nearby town of Beals, discovered that The Nature Conservancy and the NPS had been quietly planning another Landmark there for many years. The town demanded that they stop processing the Landmark and remove them from the files. The NPS backed down on the designation, but the "evaluation" was already in Washington DC where it is still being kept for future use. The town request to delete the files was left unanswered.

CONCLUSION

This is typical of how the Landmark program operates.

1. General "agreements", rather than specific contracts, are used to authorize preservationist groups to select and evaluate what

they want, and sometimes to informally and easily transfer Federal money to them as well.

2. Advocates of the program -- usually preservationists flashing environmentalist degrees and acting as agents for the NPS -- do everything they can to publicly portray it as a mere honorary "designation" of no detrimental significance for landowners' rights or local control while stubbornly working to push it through over landowner objections.

3. Regulations are "written", "unwritten" and "rewritten" as the NPS pleases -- and without benefit of legislative authorization or Congressional oversight.

4. Key aspects of the regulations are ignored. Landowners are often not notified or consulted (while local preservationist groups are), and the agents for the Park Service dodge accountability.

5. Should a landowner ask what this all means he is told that designation is an "honor" that has no implications for political control of his land. Should he object, he is lied to again and ignored -- unless he knows enough to object very loudly in which case the evaluation of his land may be filed on another list, waiting for the official rubber stamp at a later time.

Is it right for pressure groups and unelected state and federal employees to have the power to pursue their own political goals, railroading landowners into a federal program -- that they misrepresent -- in secrecy or despite objections?

Landmark proponents don't try to explain to the public why they think this coercive, but allegedly benign designation is so necessary, let alone why the NPS should be involved in private land without the approval of its owners. Their statements provide only poetic descriptions of scenery, impressive sounding "scientific" descriptions of rocks and references to ancient glaciers, etc. -- the kind of rhetoric and publicity typically used to promote public acceptance for the preservationists' agenda of federal land control and acquisition everywhere. (Reading evaluation reports is like reading the same plug in formula of buzz words over and over.)

While there are federal regulations (62 CFR 36) governing the Landmark Program, neither the NPS nor its volunteers follow them. There is no legislation authorizing, let alone mandating, the program. Most decision making is not even being made by the NPS: Preservationist volunteers -- sometimes paid by the NPS -- decide what they want, "study" it, conclude a "scientific" imperative, and pass the results on to the NPS where the federal designation is usually rubber stamped. The menu of targets is maintained in a massive, nation-wide data base apparently originated by the Nature Conservancy and turned over to the NPS and its State supporters, where it is maintained and supplemented. Designated sites are "monitored" for the NPS by volunteer informers, called "patrons", who report "damage" and "threats" to the NPS as grounds for their hoped-for federal action.

The Landmark program is totally out of control. It is a program being run by and for preservationist political activists with no accountability. It has no legislative mandate or authority, and not even consistent internal guidelines. It is used for land use prohibitions and as a "feeder program" for new National parks and other NPS acquisitions despite the repeated public claims that it has no effect on landowners' rights. Its proponents inside and outside the NPS consistently misrepresent what it is for and how it is run. It is a massive nation-wide violation of privacy and land owner's civil rights in a process designed to silently separate from the owners what preservationists consider to be their favorite natural and scenic sites. It is a federal program that has no positive benefits not already provided by state and private conservation and which ought to be abolished or drastically changed.

United States Senate
WASHINGTON, D.C. 20510

June 26, 1989

The Honorable Manuel Lujan
Secretary of the Interior
U.S. Department of the Interior
Washington, D.C. 20420

Dear Mr. Secretary:

Correspondence with the Natural Resources Division of the National Park Service (NPS) over the past several months has raised disturbing questions about the operation of the National Natural Landmarks (NNL) program in Maine.

It is our understanding that the NPS has contracted with the Maine State Planning Office (SPO) to assist in evaluating several areas of Maine, including the coastline near Cutler and Lubec, for possible nomination as National Natural Landmarks (see attached copy of 1980 Memorandum of Agreement between NPS and SPO).

We are writing to request an immediate review of the activities of NNL program personnel as they relate to the Cutler-Lubec coastline to determine whether NPS regulations are being followed properly by the Park Service or its representatives.

A particular concern of ours is the lack of accountability for the program's operations in Maine. F. Eugene Hester, Associate Director of Natural Resources of the NPS, insists federal regulations do not apply to site survey and evaluation activities in Maine because lands in Maine were identified by Mr. Hank Tyler of the SPO's Critical Areas Program. (See attached Hester letters of May 11, 1989, to Mr. Kraig Saunders, and of March 22, 1989, to Senator Cohen, in which he asserted that concern over the federal policy of prior landowner notification was merely "academic" because the Cutler-Lubec study was done entirely by state officials.)

However, the Maine SPO stated in a May 9, 1989, letter to a concerned landowner that it is not responsible for the recommendation of coastal Maine property for Landmark designation, but rather leaves that responsibility to the federal government (see attached letter from Richard Silkman to Mr. Robert Voight).

Other documents also challenge the contention that the State was acting independently. An invoice dated April 30, 1988, (attached), reveals that the NPS paid the State $900.00, at Mr. Tyler's request, to prepare and print the study of the Cutler-Lubec lands. In a later letter to a concerned landowner, Hester wrote that if the State submitted a copy of the study to the NPS, the evaluation could be used to identify land for NNL designation (see Hester letter of May 1, 1989, to Mr. Erich Veyhl).

The inability or unwillingness of the NPS to answer questions in a forthright manner and take responsibility for its actions has generated a deep mistrust of the National Park Service in eastern Maine. We believe that the activities of the NPS in Maine may have so seriously damaged its reputation that any attempt to consider acquisition of even small parcels of land for worthy public purpose will face suspicion and opposition.

We presume we have provided you with sufficient information to convince you that there is reason to question statements made by managers of the NNL program.

In an effort to clarify this situation for concerned landowners, we ask that you respond to the following questions:

1. Did the NPS contract with the Maine SPO, or otherwise agree to coodinate activities, for the evaluation and designation of suitable sites for nomination as National Natural Landmarks?

2. Is the 1980 Memorandum of Agreement between the NPS and SPO still in force? If there have been subsequent agreements that supplant or expand the terms agreed to in the 1980 MOA, please provide us with copies of such agreements.

3. How will the NPS respond to the many landowners from the Cutler-Lubec area who have requested that their properties not be designated a National Natural Landmark?

Thank you for your cooperation and assistance.

With best wishes, we are

Sincerely,

George Mitchell

George J. Mitchell
United States Senator

William S. Cohen
United States Senator

Bangor Daily News

Bangor Daily News, Monday, January 22, 1990

Secrecy common when Park Service considers landmarks

Documents show government failed repeatedly to contact owners of sites

By Paul Sylvain
Down East Bureau

CUTLER — The National Park Service's National Natural Landmark program is in serious trouble.

What was first thought to be an isolated case of mismanagement and rights violations by the government in its handling of a proposed landmark in easternmost Maine has proved to be typical of practices employed by the Park Service since the NNL program was launched in 1962.

Documents obtained by the Washington County Alliance, a citizens group claiming about 100 members, reveal that secrecy and repeated violations of landowners' rights were not limited to the government's handling of the proposed Cutler-Lubec NNL.

After a site is identified as a possible landmark, it is evaluated, nominated and, if it meets program requirements, officially designated as a National Natural Landmark. Federal law requires that landowners be notified during each of the last three stages of the process.

Regulations also mandate that property owners receive written notice that their land is being considered for possible landmark designation. Permission must be obtained from the owner before the property is physically evaluated.

Owners also must receive written notification if their property meets NNL requirements.

Official NPS documents clearly show, however, that the National Park Service, in the name of land preservation, has repeatedly ignored its own regulations and federal law since the program began.

Potential landmark sites have been identified and evaluated in secret, without the owners' knowledge or consent. Many were nominated and published in the Federal Register without the owners ever being notified.

In many cases, properties passed through the entire process and were designated as a NNL, with the owners unaware their land was even under consideration for landmark status.

NNL Status Reports and other documents abound with evidence. One report on a Vermont site states, for example, that "these and other landowners were not contacted due to a concern that premature contact in the initial stages of this NNL evaluation would jeopardize efforts to secure local support for the proposed landmark."

Another Vermont report reads "... the department's survey of the swamp is incomplete and there could be as many as 10 to 30 or more additional owners, the determination of which is way beyond the resources of the present evaluation."

Also in Vermont: "The owners of the remaining lands were not contacted, nor are they listed here."

Earl M. Hardy fought a 12-year battle with NPS after he learned his property in Gooding County, Idaho, near the Snake River, had been secretly nominated for landmark designation.

Conservationists filed suit against the state after the state struck a deal with Hardy to allow him to keep part of the property to operate fish farms. The conservation group is fighting for the entire parcel.

An Oregon report stated that "notification that the NPS is interested in designating the site as an NNL would not greatly please either of the ranchers."

A New Mexico report admits that "private landowners were not notified."

And an October 1980 report on a site in New Hampshire stated that the "Nature Conservancy is currently trying to negotiate purchase. ... Delay any owner contact until June 1981." First notification was never given.

The most disturbing incident, however, involved 67-year-old Lucy Wheeler who lives alone on her 108-acre farm in Adamant, Vt.

Park Service officials made repeated attempts to talk Wheeler into "donating" her property as part of a landmark deal.

"Why should I?" Wheeler said in a recent interview with the Bangor Daily News. "Nobody ever gave it to me."

After ordering a site evaluator off her property for trespassing, Wheeler said she was told, "Well, we'll just have to wait and get it from somebody else."

"It makes you feel good," she said, "like they're waiting for you to die."

Similar incidents in California, Alabama, North Carolina, New York, New Jersey, Montana, Washington and Maine are cited, affecting at least 600 private landowners. The alliance believes that number could be closer 2,500.

The Cutler-Lubec coastline would have become Maine's newest NNL. Monhegan Island became the state's first in 1966. Nearly 600 landmarks have been designated nationwide since 1962.

Even on Monhegan Island, the majority of the 160 landowners affected by the landmark designation were never notified, records show.

Other Maine landmarks include state-owned Bigelow Mountain and Mount Katahdin, Gulf Hagas, the Hermitage, Passadumkeag Marsh and Boglands, Orono Bog, Meddybemps Heath, and Carrying Place Cove Bog.

Secrecy by the NPS is not new to Maine.

An Aug. 3, 1972, land evaluation report on 600-acre Orono Bog identified at least a dozen property owners. Only two were contacted. Both were representatives from a paper company. The Interior Department has never resolved the issue of whether the rightful owners were ever contacted prior to the site becoming a landmark in 1973.

A May 1981 NNL status report on Orono Bog admits "most of the landowners are unaware that the area is a landmark." A subsequent report dated June 6, 1984, states, "Not sure who (the) current owners are."

According to a July 1972 site evaluation report of Passadumkeag Marsh and Boglands, two paper company managers and a selectman were the only property owners notified out of at least 12, before it was designated in 1973.

As with Orono Bog, a May 1981 land evaluation report on Passadumkeag states "most landowners were unaware that the area was a landmark."

The script is repeated at Crystal Bog in Aroostook County and Appleton Bog White Cedar Stand in Knox County.

"Telephoned one owner, Nature Conservancy; several other owners, as well, not telephoned," is written on a June 6, 1984, land evaluation report on Appelton Bog.

The Cutler-Lubec coastline was first evaluated more than a decade ago. Property owners, however, never learned their land was under consideration until 1988.

Armed with documents, records and other evidence, the alliance convinced Sens. George J. Mitchell and William S. Cohen that the NNL program and NPS should be investigated.

A June 26 joint query to Interior Secretary Manuel Lujan from Sens. Mitchell and Cohen went unanswered until Oct. 6. Lujan's response deferred specific answers to a Sept. 13 memo from NPS Director James M. Ridenour.

"We will examine the organization and functions of the program, as well as any policies, regulations and guidelines related to it," Ridenour wrote in the memo. "We will especially make modifications as necessary to assure that landowners are involved at all steps of the nomination process."

Ridenour later issued an internal memo to all NPS regional directors on Nov. 28, expanding his order to cease NNL action at Cutler-Lubec to a one-year, nationwide moratorium "on all activities relating to the nomination by NPS of any new sites for NNL designation."

Ridenour, however, goes on to say that "nominations submitted by groups external to NPS will be considered for review on a case-by-case basis."

Alliance member Kraig Saunders, an art dealer living in Cutler, claims the statement leaves the door open for landmark consideration by the NPS and indicates no change in the NNL process during the moratorium.

"Virtually all nominations, in the director's sense of the term, are made by groups external to the NPS," Saunders said. "Since all such work is done by agencies and groups external to the NPS, the memo makes it appear the director is speaking with a forked tongue. Evidently there are those in the Park Service who wish to create the appearance of a moratorium without the substance."

The landmark program is seen as a stepping stone for eventual creation of new federal parks. Despite NPS claims contrary to that view, evidence suggests otherwise. At least 11 landmarks have become federal parks.

Joesph T. Wrabek, mayor of Cascade Locks in Columbia Gorge, Ore., points out his city was part of a 500-square-mile section of the gorge that became a federal park in 1986. The designation came two years after it was designated a landmark.

"The landmark designation for the gorge was sought by the same outside environmental pressure group that had been agitating for a (National Park) since 1980," Wrabek wrote last January. "Local governments and residents ... were not consulted or even contacted," he said. "They were informed only by newspaper reports from Washington, D.C."

NNL status was used to redesignate the gorge a national park, he claims, pointing to a 1962 statement of purpose that the NNL program serves as a "feeder program" for new parks.

A 1988 National Parks and Conservation Association report urged creation of 86 new national parks, including Cutler-Lubec. It called for program expansion to provide NPCA and NPS an inventory of potential national park sites. Inventories have been kept before.

A 1982 report, titled "Potential Ecological and Geological Natural Landmarks of the New England-Adirondack Region," was prepared for the NNL Division of the U.S. Interior Department. It recommended 34 Maine sites for landmark status.

The report included the Cutler-Lubec coastline with Cobscook Bay, Howard Cove, Starboard, Stone, Libby, and Machias Seal islands, Tunk Lake-Schoodic Mountains, Great Duck and Little Duck islands and other sites as possible landmarks.

The alliance does not blame NPS Director Ridenour for the problems with the NNL program. Ridenour, who took the post last year, inherited its problems, Saunders said. He called the staff work "abominable," however.

He blames those within the landmark program for its problems. "If it hadn't been for (them)," Saunders said, "none of this would have ever happened."

Maine Sunday Telegram

Section A

October 15, 1989

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Agency ignores own rules

Owners not told of landmark status

By Clarke Canfield
Staff Writer

The federal government for years has routinely ignored its own regulations when evaluating properties in Maine to be considered for National Natural Landmark status.

Documents show that many landowners whose properties lie within the state's 15 natural landmarks were never notified their land was evaluated or designated as a landmark — as required by federal regulations.

In other instances, the government did not know who the landowners were, yet still designated the property as natural landmarks.

A group of Washington County landowners learned last year that their coastal properties between Cutler and Lubec had been under review for several years without their knowledge. They fear landmark designation could lead to loss of their land, and say the government is acting in secrecy and trampling on their rights.

Officials say the natural landmarks program has nothing to hide.

Government officials say the landmarks program has nothing to hide and that any failures to notify landowners of evaluations are isolated. They add that the program is non-regulatory and does not infringe upon property rights.

"We're totally open," says Hardy Pearce, who manages the landmarks program in Washington. "There is nothing secret about it."

Partly in response to landowner complaints, the National Park Service announced recently that it will take a close look at the landmarks program to determine its shortcomings.

"The National Park Service is now undertaking a thorough review of the (program) and will make any modifications necessary to assure that landowners are involved in all steps of the nomination process," Eugene Hester wrote in a letter to a Cutler landowner.

The National Natural Landmark program is a division of the National Park Service. Since it was created in 1962 it has designated 586 spots nationwide as natural landmarks. The program's purpose is to identify and encourage the preservation of lands with significant ecological features such as unusual plants, animals or rock formations.

For instance, Peat Bog No. 5 near Jackman was designated a natural landmark because of the rare jack pine stand, the uncommon arethusa (a pink orchid) and other rare plant life found there.

The program does not place restrictions on property; it merely designates lands that are significant natural areas to heighten public awareness about them and encourage their preservation.

When the landmarks division hears of a property that may qualify for the program, it usually hires somebody to go out and walk the land, research the plant and animal life there and then write an evaluation of the property.

According to federal regulations, the park service must first notify landowners in writing that the land is being considered for landmark designation, and then receive permission to conduct an on-site evaluation.

When the land evaluation is completed, federal regulations further state, the park service is again required to notify the owners in writing if the property qualifies for landmark designation.

Critics of the landmark program maintain the law has been ignored since the early 1960s when Monhegan Island was evaluated before becoming Maine's first natural landmark in 1966.

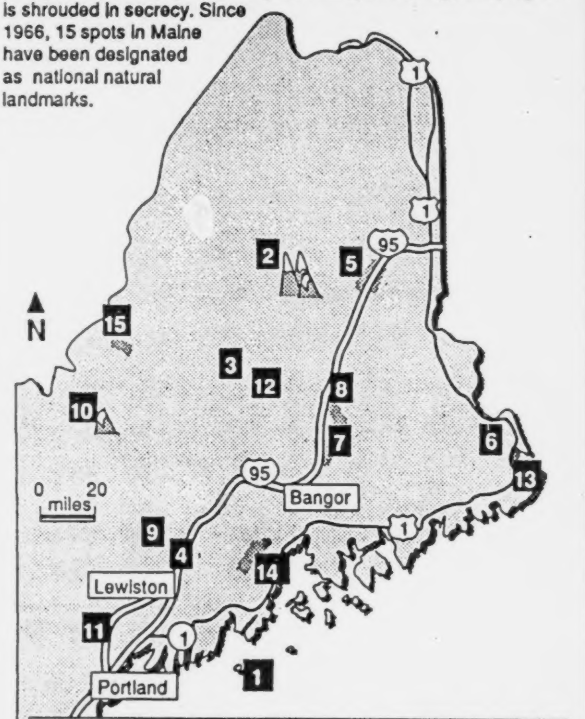
Records show that when the island was first evaluated for landmark consideration, members of the conservation group Monhegan Associates Inc. and a few other

See LANDMARKS
Back Page This Section

Landmarks

National natural landmarks

The National Park Service program that designates natural landmarks as being significant natural areas has come under fire the past year by Washington County residents, who charge the program is shrouded in secrecy. Since 1966, 15 spots in Maine have been designated as national natural landmarks.



Landmark	County	Date
1. Monhegan Island	Lincoln	April 1,1966
2. Katahdin	Piscataquis	Nov. 8, 1967
3. Gulf Hagas	Piscataquis	April 1, 1968
4. Colby-Marston Preserve	Kennebec	May 1, 1973
5. Crystal Bog	Aroostook	May 1, 1973
6. Meddybemps Heath	Washington	May 1,1973
7. Orono Bog	Penobscot	May 1, 1973
8. Passadumkeag Marsh and Boglands	Penobscot	May 1, 1973
9. Penny Pond-Joe Pond Complex	Kennebec	May 1, 1973
10. Bigelow Mountain	Franklin	May 1,1975
11. New Gloucester Black Gum Stand	Cumberland	May 1,1975
12. The Hermitage	Piscataquis	May 1, 1977
13. Carrying Place Cove Bog	Washington	April 8, 1980
14. Appleton Bog White Cedar Stand	Knox	Jan. 9, 1984
15. No.5 Bog and Jack Pine Stand	Somerset	Aug. 16, 1984

Source: National Park Service

Telegram/ Tom Peyton

individual landowners were contacted. But the vast majority of the estimated 160 landowners were not notified their land was being considered for landmark designation.

Since then, 14 other spots in Maine have been designated as natural landmarks. Some, such as Bigelow Mountain and Mount Katahdin, are state-owned, but most have private ownership on at least a portion of the properties.

In at least half a dozen of the landmarks, documents show the Park Service has routinely neglected to tell landowners about the land evaluations and landmark designation (see accompanying article).

Washington County residents also say the secrecy is not limited to Maine, but is common in other states as well, and that they have documented cases of secrecy in 14 other states.

They vehemently oppose the landmarks program, fearing it will lead to the loss of their land or loss of the use of their land.

"The secrecy is rooted in the bureaucratic assumption that they cannot operate in the open because there'd be such a howl from the public," Cutler landowner Kraig Saunders says.

Pearce, of the landmarks office in Washington, says some landowners may not be notified because of his department's small budget and limited resources. In other cases owners of land in Maine live out-of-state and are difficult to track down, he says.

And, he adds, many of the land evaluations are contracted to scientists and researchers, who may not take the time to notify landowners.

But he maintains the program has never intentionally failed to inform people that their property is being evaluated for possible landmark status.

Jim Bernard, of the State Planning Office, says his office has been conducting an evaluation of the Cutler-Lubec coastline for no charge for the National Park Service.

He admits that not all landowners were notified of the evaluation, but says permission was granted for property that was evaluated on-site. He adds that since his office was not under contract with the Park Service to conduct the evaluation, there was no legal obligation to inform the landowners.

Washington County landowners who believe they have been purposely misled are simply mistaken, Bernard says.

Continued from first page this section

"They believe there's a conspiracy here, and let me tell you there is no conspiracy here," he says.

Critics say landowners routinely are not notified of land evaluations to hide the program's real mission of recommending potential national park sites to the Park Service.

They say 11 natural landmarks have become national parks or parts of national parks and that landmark designation is the first step for the government to tell landowners what they can and cannot do with their land.

"What we're talking about hasn't happened yet except in a few instances, but it's coming," says Robert Voight of Lubec. "We're the first people who have come out and said what will go on. We want the whole program stopped so people aren't hurt."

Pearce denies the landmarks program acts as a feeder to the park system or that the government ever tells landowners what they can do with their property.

"We do not use the program for that purpose," he says. "Most of the natural landmarks are remnant examples and therefore too small (for) national parks."

Washington County residents have been relentless in their attack on the landmarks program.

They have obtained stacks of government documents by using the Freedom of Information Act and complained loud and long about the program.

This spring, they successfully got the Great Wass Island nature preserve in Beals removed from consideration as a landmark. Last week, they got both the federal and state governments to stop evaluating the Cutler-Lubec coastline for possible landmark designation.

They have written letters to congressmen and government officials.

Maine Sens. William Cohen and George Mitchell responded to the complaints by writing the Park Service questioning the landmarks program.

"The inability or unwillingness of the (Park Service) to answer questions in a forthright manner and take responsibility for its actions has generated a deep mistrust ... in eastern Maine," the senators wrote in a joint letter this summer.

About two weeks ago the Park Service said it was reviewing the landmarks program "because we realize that the program can achieve its full potential only with the complete and voluntary cooperation of the landowners."

Pearce says a review will give the landmarks program a chance to clarify its own regulations that have been causing problems.

He adds the Bush administration is taking a closer look at some government programs.

"There's an attempt to take looks at programs that are controversial for whatever reason," he says.

Only a select few got the news

The Washington County Alliance citizens group says the National Natural Landmarks program operates in secrecy by not informing landowners that their properties are being evaluated for landmark status.

A Telegram review of several landmarks in Maine shows the following:

- **Orono Bog:** This 600-acre heath bog, part of the larger Caribou Bog, is located in Penobscot County and was designated as a natural landmark May 31, 1973.

In the NNL land evaluation report dated Aug. 3, 1972, the evaluation team wrote that the bog is owned by more than a dozen people. But only two people — those being representatives of a paper company and the town of Orono — were contacted about the land being evaluated.

Six months after the land was designated as a natural landmark, Lois Kutscha of the Orono Conservation Commission wrote to the U.S. Department of the Interior asking why landowners had not been notified of the landmark status.

In later years, there are further questions about whether the right landowners were ever notified of the NNL designation or if they supported it.

- **Passadumkeag Marsh and Boglands:** This 6,100-acre wetland in Penobscot County was designated a natural landmark May 31, 1973.

Land evaluators wrote in a July 1972 evaluation report that more than a dozen people owned land to be designated, but that they contacted only three people: a Passadumkeag selectman and two managers with paper companies.

- **Crystal Bog:** This 4,600-acre area in Aroostook County was designated as a natural landmark May 31, 1973.

According to the evaluation dated July 1972, the land at the time was owned by three individuals or companies. But the evaluator spoke to only two representatives from the companies, and only after he had already made an on-site visit to the bog. There is no evidence that any landowners were informed of the evaluation in writing.

- **Appleton Bog:** This 630-acre peatland in Knox County was designated as a landmark in January 1984.

Once again, land owners were not contacted until after the evaluator's visits to the property in 1976, according to the evaluation. There is also no evidence that they were contacted in writing.

Although the land was not designated as a landmark until eight years after the initial evaluation, the owners still were not notified in writing, according to a letter written in 1980 by the former chief of the NNL division to the former Maine state planning director.

- **Monhega[illegible]nd:** The island became Maine's first national [illegible]ral landmark when it was designated as such in March 1966.

The evaluator in this case contacted only a few of the estimated 160 landowners on the island. He did contact members of the conservation organization Monhegan Associates Inc. to see how they felt about the program, but they responded that they owned only portions of the island.

"A major problem which has arisen is that Monhegan Associates cannot speak for Monhegan Island," wrote Rufus Miles, then president of Monhegan Associates.

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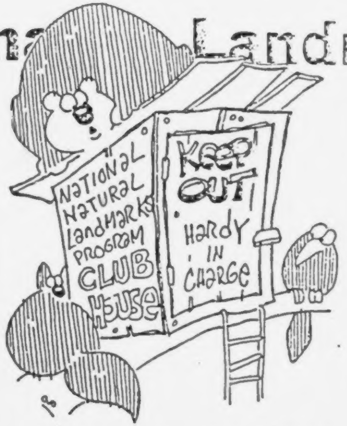
Park Service chooses Maine land in secret


NATIONAL NATURAL LANDMARKS PROGRAM CLUB HOUSE
KEEP OUT
Hardy IN CHARGE

In your Oct. 15 article, "Agency ignores own rules," Hardy Pearce of the National Natural Landmarks program says the agency didn't bother to notify landowners on the Washington County coast about federal action evaluating or designating natural landmark property because the government has "limited resources" and landowners are "difficult to track down."

James Bernard of the State Planning Office tells us that the state didn't do it because it had "no contract" with the National Park Service and supposedly wasn't "legally obligated."

In other words, their convenience comes before our rights and there is no accountability.

But it's worse than that. The Planning Office sent a list of landowners to the Park Service in 1987. This was long after the time for required notification before an evaluation for landmark status begins. But it sure shows they had the "resources" to access their own tax maps and "track down" owners — even though they still didn't get the list right.

As for Bernard's statement the Planning Office had no "legal requirement" to notify us because they had no "contract" — rubbish. How about common decency?

The Planning Office signed a legal memorandum of agreement with the Park Service to make new federal landmarks in 1980. No dodging and weaving in the world will get them around the federal regulations in my mind.

The Planning Office and Park Service admitted months ago to the Washington County Alliance that they did not notify owners as required. Now Bernard says permission was granted for property that was evaluated on-site. Rubbish again. Their plans have been going on for 10 years. By the time any of us knew about them, they already knew what they wanted without even going on the land.

They still haven't come straight about what they are really doing.

MARVIN SAWTELLE

Lubec

In the Oct. 15 article "Agency ignores own rules," staff writer Clarke Canfield quotes James Bernard of the State Planning Office as saying we landowners in Washington County are mistaken about being purposely misled by the National Park Service in evaluating properties for national natural landmark status.

Bernard must be ignorant of what is going on in the Park Service, or else Bernard knows exactly what is going on, in which case he should either resign or be fired by the governor.

In either case, Bernard should have his house lot and home included in the landmarks program and not be told of the inclusion. And if he finds out, include it anyway. Then, some public servant can tell him, "You're misled and mistaken" about the Park Service and state systems.

Public servants who decide to serve the system over the people, not unlike their counterparts in Eastern Europe, should be removed from office.

ROBERT KORD

Cutler

□ □ □

Pearce, who runs the National Park Service's National Natural Landmarks program, denies that the program acts as a "feeder" to the Park Service. But landowners in the Cutler to Lubec coastal area have copies of documents suggesting that Pearce is not telling us the truth.

Jerry Rogers, an associate director of the Park Service, wrote in an internal memo July 17, 1986, that the "National Natural Landmarks program has been compiling new park recommendations derived from natural region theme studies since 1971. . . .The information, as you know, is very politically sensitive, which is why the enclosed compilation has never been distributed outside of NPS."

When I found out that my property, by being designated a national natural landmark, would be on a Park Service menu for new land takings, I wanted no part of the landmark program. No wonder Rogers said this was politically sensitive.

In 1987, Richard Spicer of the Natural Landmarks Branch stated that the landmarks program complements the national park system by supplying "a list of sites from which additions to the national park system might be drawn...."

The National Park and Conservation Association, in park recommendations issued in 1988, titled its section on the landmarks program "Ladies in Waiting" to become part of the federal park system.

After learning of these documents and knowing that they have been working in secret behind the landowners' backs, would you want your hard-earned land to be designated a national natural landmark? Would you believe Pearce's assurances that the program is not a "feeder" program for the park system? I do not.

NANCY ENRIGHT

Lubec

□ □ □

I am surprised Pearce, who has run the National Natural Landmarks program for three years, is so unaware of its policies and practices. He claims the program does not operate secretly insofar as private owners are concerned.

Of the 586 designated landmarks, more than a third involve private owners. I have examined cases involving approximately 1,200 primary owners (a corporation or family counting as one person) and I have discovered, as Pearce should have discovered in the 3½ months since Sens. George Mitchell and William Cohen asked for an investigation of the program, that 95 percent of these owners don't even know the program exists; never mind that it trespassed on, evaluated and even designated their properties and then conducted clandestine surveillance visits.

Of the nine sites examined in Maine, seven demonstrate such secrecy from owners. And Maine is in better shape that most states. Secrecy is not an exception to the rule. It is the rule.

Pearce says there may be isolated cases, that some landowners may not have been notified because of limited funds and that out-of-state owners are difficult to track down. Baloney.

The evaluation documents almost always provide the names and addresses of owners and sometimes even phone numbers. On the Cutler-Lubec document all 47 were listed by address, yet only two were notified — belatedly at that.

As to Pearce's lame budgetary excuses, limited funding may limit the number of evaluations contracted for; it cannot excuse doing them illegally.

The only way owners' rights will be respected by this program is if its funding is reduced to zero. Money isn't the problem. The problem is lying, secrecy and lack of integrity in government.

KRAIG SAUNDERS

Cutler

□ □ □

Maine landowners are right to be wary of the National Park Service and the secret operations of its National Natural Landmarks program. The Park Service already holds an advantage in that it has our tax dollars to manipulate according to its whims; time on its side has been used to wait people out or, over the years, change the meaning of words and good intentions to fit Park Service motives. And administrators are too often filled with self-importance and work with their demi-god status for what they call the "good of all."

The landmarks program is just one example of the Park Service operating in a shroud of secrecy. It has happened before. Without so much as a hint of jeopardy, the Park Service convinced Congress to enact a bill which enables them to take our land on Isle au Haut — on which we own two fishing camps — by eminent domain. They are now pressuring us to sell to them at a bargain price named by them.

We never imagined parting with our family land and now live with the constant threat that it will be taken against our will at the Park Service's convenience.

Why was this implementation of eminent domain (the only such case on Isle au Haut) allowed to be so easy and secretive for the Park Service? When and to whom will it happen again?

SALLY BOWEN

Blue Hill Falls

THE DOWNEAST COASTAL PRESS

Serving the Communities of the Eastern Coast of Maine

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Great Wass Island Nears Designation as "National Natural Landmark"

Beals Town Officials Say They Have Never Been Notified of Proposal

by Fred Hastings

Following disclosures revealed through Freedom of Information Act requests, the Washington County Alliance (WCA) has discovered that federal authorities may soon enter into the federal register a National Natural Landmark designation for Great Wass Island in the town of Beals.

The National Natural Landmarks program is administered by the National Park Service and seeks to identify and legally designate areas deemed significant according to Park Service criteria.

Erich Veyhl, vice chairman of the WCA and a critic of the program, said the problem with the NNL program is that it is one conducted by the Park Service without legislative authority, and is used by the agency to interfere in private and non-federal lands. "It's ultimate objective is land acquisition and control, in short a "feeder program" for new federal parks," he said.

Veyhl said the discovery is significant because while much of the proposed area includes the Nature Conservancy's holdings on the island, an area already preserved, other areas mentioned in the report include privately-owned property.

He said that from the documents he's secured the proposed boundaries are still unclear but there are references to privately-owned lands on the east coast of the island. According to federal laws governing the NNL program, said Veyhl, landowners are supposed to be notified in writing when their lands are included in a site evaluation and, following completion of the report, there is supposed to be a second notification and 60-day comment period. He said the WCA has requested copies from the Park Service of the initial notification to determine whether or not such requirements were carried out.

Cutler and Lubec Have Similar Situation

Cutler and Lubec residents, when they discovered earlier this year that similar NNL activity was being conducted along the Cutler-Lubec coast by the State Planning Office, voted in their respective town meetings against the federal designation. In addition, two weeks ago, the Lubec Board of Selectmen formally requested of the Governor all

PLEASE TURN TO PAGE 6

documents relating to the site evaluation within their municipality.

Veyhl said last week that it appears from documents he has secured through the Freedom of Information Act that the evaluation on Great Wass Island is even further along in the process and it appears that the National Park Service is ready to designate the island an NNL without ever having notified anyone who lives there.

Contacted last week, Marian Beal, who with her husband Elmer owns coastal land along the east side of the island near Black Duck Cove and Norton Point, where they operate lobster pounds and oceanside cabins, said she was unaware of the National Natural Landmark Program and had never been notified of a site evaluation being conducted.

Harleigh Alley, the First Selectman of Beals, said over the weekend that he did not know of any National Natural Landmark site evaluation being conducted on the island, "If I do I'll let you know," he said.

Nancy Beal, a member of the town's Planning Board, also was surprised to learn of the activity. She said that to her knowledge the Planning Board had never been given any information relating to any such program being conducted.

Secrecy Acknowledged in 1982

Included in the documents received by the Alliance was a 1982 report prepared for the National Natural Landmarks department by the Yale School of Forestry and Environmental Studies.

Entitled "Potential Ecological and Geological Natural Landmarks of the New England-Adirondack Region," the report recommended some 34 sites in the state for NNL status, including three in Washington County: Great Wass Island, the Cutler-Lubec coast, and the area surrounding Cobscook Bay.

The introduction to the document included a paragraph which forsaw, in 1982, the potential for the events occurring this week in Beals:

"Secrecy: Secrecy is probably one of the most frustrating aspects of our decision making process. Many recommendations were made to us "in confidence" and we have included some of them which met the rest of our criteria. The question of secrecy and of publicity is a hot topic which will undoubtedly come back to haunt us over the years if this document becomes generally available to the public..."

NATURE
CONSERVANCY
NO OVERNIGHT CAMPING
NO OPEN FIRES ALCOHOL
NO VEHICLES ON FIELD
KEEP MAINE CLEAN & GREEN

The Nature Conservancy maintains this sign in the Back Field District of Beals near the entrance to their Great Wass Preserve, a tract encompassing over 1,500 acres of forest, health and headland. It has two trails that are open to the public for day use.(DCP Photo).

Editorial

Great Wass

Of all the charges and rebuttals made between the Washington County Alliance and The Nature Conservancy in recent weeks as regards the latter's nomination of its Great Wass Island Preserve as a "National Natural Landmark," the one overarching feeling that remains is that those working with, for, or in support of the National Natural Landmark program have not been forthcoming with information.

The explanations offered, "frankly, ...we didn't think town officials would be particularly interested" is at best, a lame excuse, and at worst, an insult. To suggest that the implications of the National Natural Landmark program are merely "honorific" and that the secrecy maintained is justified because it is akin to the "University of Maine being asked to reveal all the kids that were candidates for a scholarship or something like that," taxes one's credulity--particularly in light of the highly publicized tie-ins of such "honorific" titles to legislation currently before Congress and the state. A bill being considered in Congress would authorize a 75% federal subsidy for states to acquire National Natural Landmarks, and on the state level, the recent proposed revisions to the Shoreland Zoning Ordinance by the Department of Environmental Protection would specifically impose extended restrictions on properties designated as Landmarks.

Even if it were true that The Nature Conservancy believed it merely honorific and benign, it clearly is not a view of the National Natural Landmark designation shared by others and thus deserves a more serious response. If such a statement is merely the naive reflection of one not familiar with the program on a national level, then before one works at invoking it, one should do more homework studying it before applying it in a situation where others clearly believe it has serious implications to them personally--a claim confirmed by the National Natural Landmark office in Washington last week where one spokesman said the agency is considering including 5 or 6 abutting privately-owned parcels in the area to be designated.

Citizens of this country should not have to resort to Freedom of Information Act requests to find out about activities which they consider to have a direct bearing on their lives and property.

Citizens would expect that denials would be the case if they were to inquire of their government agencies information relative to the national defense, but it is an alien concept to most people that such would be or should be the response to activities associated with the environment.

The activities of the Maine State Planning Office's 'Critical Areas Program' along the Cutler-Lubec coast—another National Natural Landmark nomination done in cooperation with the National Park Service—and the Nature Conservancy's similar activities with its Great Wass Island Preserve, appear to be local manifestations of what can be viewed as an increasingly disturbing trend in this country: the rise in attempting end runs around the traditional democratic process in the hopes of achieving political goals without discussion with those directly affected by the decision.

Increasingly we see political objectives being sought not through open and honest explanation and debate, but rather through litigation—the insertion of inflated and dishonest rhetoric, under the disguise of innocuous political language, into laws and regulations which, by their nature, are cumulative and irreversible, and designed to have a ratchet-like effect for the purpose of attaining ends never before dreamed of or openly asserted in the initial instance.

It is difficult to imagine that a majority of people in this country would prefer a society ruled by judicial fiat rather than democratic persuasion.

Points to Ponder

"No one would argue the notion that the press doesn't make the process of government more difficult in certain circumstances. Few would argue that the press doesn't behave immaturely or ignorantly in performing some of its functions. But the whole idea of freedom of the press in this country is to provide a check against government..."

—Editor's Notes, *The Maine Times*, June 16, 1989

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1986

Memorandum

To: Dave Wright

From: Jerry Rogers

Subject: Your Action Item, Add Representative Natural Areas to the National Park System

The incoming letter from the Sierra Club suggesting we revise the National Park System Plan found its way to you after being misrouted to Dick Briceland. Since revising the National Park System Plan is now one of your action items, but most of the staff who revised the National Park System Plan in 1980 are with me, my staff suggested that the response to the Sierra Club be coordinated between both of us. It was also suggested that since the Director indicated he thought the idea of a revised Plan was worthwhile, he should perhaps be orally briefed on past events that influenced the halt on printing and distribution of the 1980 Plan revision. The response to the Sierra Club should, I think, take advantage of the memories of all of those most intimately involved in its revision or implementation in the past, as well as a knowledge of the involvement of outside groups, i.e., the Wilderness Society and NPCA. We would be happy to help you either prepare the response or perhaps brief the Director in this regard.

Regarding your action item specifically, the National Natural Landmarks Program has been compiling new park recommendations derived from natural region theme studies since 1971. The last revision of this compilation is enclosed for your review. It requires some interpretation on the part of those acqqainted with the actual sites to be most useful. Additionally, we have available in our files all the new park Section 8 recommendations made since 1976. My staff is ready to help you in this regard if you wish. However, it is our feeling, and I suspect yours too, that any contemplated revision of the 1980 revised Plan should exclude any information or actual sites recommended to fill gaps. This information, as you know, is very politically sensitive, which is why the enclosed compilation has never been distributed outside of NPS. A second revision of the revised 1980 Plan, however, which could be very useful both within the Service and outside of it, does not, at first impression, seem to be a major chore, since only six years has elapsed since it was completed.

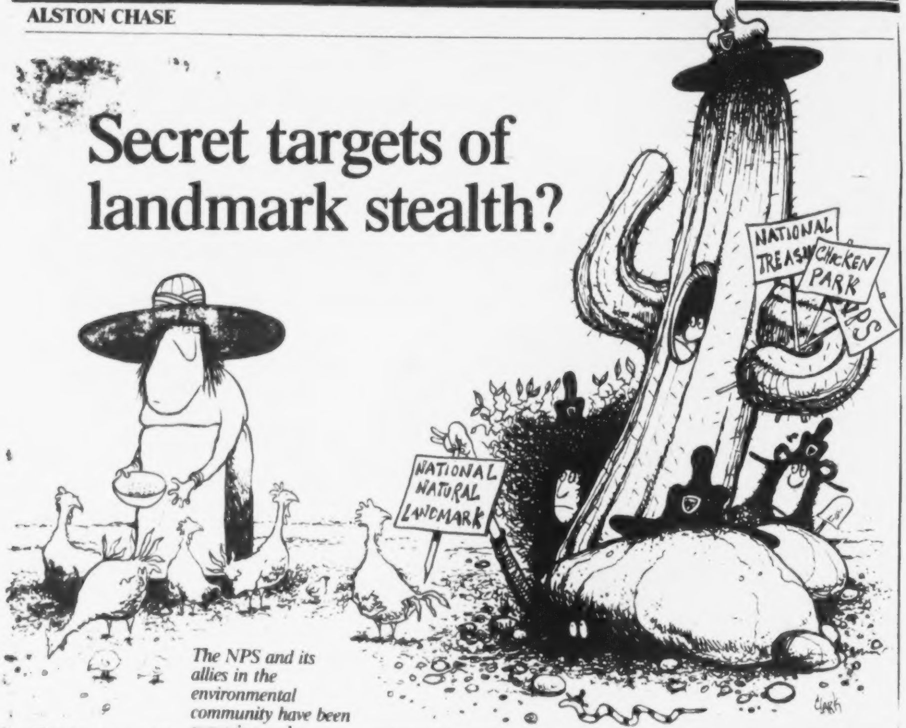
My staff and I stand ready to assist you in providing specific information of past events, revising the Plan again, interpreting or evaluating specific site recommendations to fill gaps, etc.

MONDAY, MARCH 5, 1990 The Washington Times

COMMENTARY

ALSTON CHASE

Secret targets of landmark stealth?



> *The NPS and its allies in the environmental community have been surveying and registering private properties as landmarks without their owners' knowledge or consent.*

Call it "Greengate." Last month, the House Interior Committee reluctantly heard testimony that has federal bureaucrats running for cover, environmental groups red faced with embarrassment, some congressmen looking at their shoes, and all of the above hoping the press will not notice.

Presented by Erich Veyhl, a soft spoken man representing a citizen's group in Northeastern Maine called the Washington County Alliance, the testimony tells of collusion between the National Park Service and some state agencies and national environmental groups to target, secretly, the lands of thousands of ordinary Americans for possible federal control and takeover.

And as this scam comes to light, the NPS is actively engaged in a campaign of coverup and disinformation.

At issue is a little-known NPS activity called the "National Natural Landmark Program," started in 1961 to identify lands that are of "national significance." Today its registry contains 587 sites, including such places as Okefenokee Swamp, Ga., Franconia Notch, N.H., and Point Lobos, Calif.

To find landmarks, the NPS hires scholars to conduct secret "theme studies" of entire regions, cataloging critical natural features. From these catalogs, the NPS picks its candidates for landmarks and pays a state agency or environmental organization to conduct a "site evaluation" of each parcel. Those passing muster are then designated by the interior secretary for landmark status, and notice of this is posted in the Federal Register.

The process is supposed to be entirely voluntary. The NPS is required to notify the landowner three times before designation. But as the citizens of Northeastern Maine found to their chagrin, that is not the way the program works in practice.

Quite by accident, in 1988 Mr. Veyhl and his neighbors read in a Boston paper that the National Parks Conservation Association, an NPS booster group, had advocated turning much of Washington County — including the Maine coast from Cutler to Lubec — into a new national park. Investigating, they learned the agency had already done a theme study on their region and was currently reviewing the area for landmark status. Then they found that the government also was planning to make Great Wass Island, lying within the town of Beals — a national landmark.

No private landowners in the region had been told of these activities until they were nearly completed. Nor, they soon discovered, was their experience unique. Obtaining documents through the Freedom of Information Act, Mr. Veyhl and a colleague, Kraig Saunders, unearthed a nationwide pattern of skulduggery.

Throughout the country, the NPS and its allies in the environmental community have been surveying and registering private properties as landmarks without their owners' knowledge or consent. Indeed, I was able to confirm that the practice of secrecy was as old as the landmark program itself.

Many homeowners had experiences like that of Jim Shelly, a New Mexico rancher, who first learned his place was up for landmark designation when a friend noticed the nomination notification in the Federal Register. The Nature Conservancy had evaluated his land for the NPS without his knowledge.

Lucy Wheeler, a native of Northern Vermont, first suspected something was amiss when she discovered survey markers on her land. Officials had not told Mrs. Wheeler because, they reported, the subject was "already sensitive."

Two Oregon ranchers, Duncan McKenzie and Andrew Greely, did not learn until after the fact that their land had been evaluated for landmark status by the Nature Conservancy. The reason for secrecy, explained the Conservancy report, was that "designating the site as a NNL would not greatly please either of these ranchers."

Within the NPS, this duplicity is well known and extremely bothersome to many officials. Yet publicly, the agency is stonewalling. NPS Director James M. Ridenour and his subordinates do not merely deny they have been deceiving the public in an attempt to minimize the issue, they also insist that landmark status does not curtail land owner rights. Nor, they say, are landmarks stalking horses for national park system expansion.

Such preposterous claims leave NPS insiders slackjawed. In truth, once a property is a landmark, it is subject to a web of federal and state restrictions — and the number of these regulations grows with each session of Congress. The National Heritage Conservation Act, for example, drafted last year and likely to be submitted to Congress soon, would provide criminal penalties up to $25,000 a day for homeowners who dare do things that "affect landmarks adversely."

And to suggest landmarks are not candidates for future national parks is like saying chickens don't lay eggs. This program was established for the very purpose of "filling the gaps" in the national park system. That is why the NPCA calls landmarks "ladies in waiting."

It is time to bring these deceptions and abuses to an end. Mr. Ridenour should learn what his minions are doing behind his back. Then he should clean house. Otherwise, many of us may wake to find Uncle Sam at the door, with a condemnation notice in hand.

Alston Chase is a nationally syndicated columnist specializing in environmental issues.

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESS

BROCK EVANS, VICE PRESIDENT FOR NATIONAL ISSUES, NATIONAL AUDUBON SOCIETY

Mr. DICKS. The National Audubon Society, Brock Evans?

I'm glad to see you have your glasses on today, Brock; you haven't lost them.

Mr. EVANS. I have my reading glasses; that's right, the same ones you found, I think, Mr. Chairman, at the basketball game.

Mr. DICKS. Always protecting your vital interests.

Mr. EVANS. You're always taking care of your constituents, I must say, Mr. Chairman. We appreciate it.

Thank you for your time. I'll be very brief. I will certainly summarize my statement. Most of this paper, by the way——

Mr. DICKS. All of it will go into the record.

Mr. EVANS. Fine, thank you.

As you know, others from the Audubon Society have been here to speak about other parts of our appropriations concern. I want to focus only on the Forest Service budget request for fiscal year 1991. We're appearing once again this year, as in the past, to express our view that, once again, the Forest Service budget request is overwhelmingly skewed to resource development and commodity extraction, and we are once again urging this committee to take the considerable steps within its power to reverse this trend, and especially with the trend that is leading, in our view, to the liquidation of the ancient forest resource that we know you're so involved with, Mr. Chairman.

I want to focus only on that; other parts of my testimony refer to the budget and money-saving ideas which we would like to offer. However, it is the view of the National Audubon Society, based now on years of research and accumulating evidence—we have an ongoing mapping program of ancient forests, what's left of them in the Northwest States. The maps are coming online right now. We want to share them with you later. They are, in our view, showing an alarming situation of fragmentation and loss, a very rapid loss, of ancient forests.

We're aware the Forest Service says now that it has a new older growth forest policy, declared with great fanfare last year. However, when we checked on it, we found out it was just more rhetoric. It was simply putting together past actions and policies and calling it "new." Senator Patrick Leahy said, "It's just old wine in new glasses."

So, the upshot, Mr. Chairman, is that we do not expect any major protection of ancient forest on the part of the Forest Service or BLM at all.

On page 3, I summarize the past history of our efforts, working with this committee to try to protect ancient forests and the national forest lands in Washington, Oregon, and California.

I point out that this is the fourth year we've come here. In past years, as you may recall, we've come and submitted lists of timber sales that seemed to be designed to fragment ancient forests, asked that they be specifically deferred. We point out that the impact on the allowable cut wasn't great, but the forests were priceless and, once fragmented or cut down, they were lost forever.

In 1987, 1988, 1989, our request was not granted, for a variety of reasons, although in 1989 this committee did pass and approve, as did others in the Congress, Section 318 for which we thank those who were involved. It did direct the Forest Service to proceed with new sales programs and in such a manner as to avoid fragmentation of ancient forests.

However, the sales offering programs were still way too high, Mr. Chairman, to amount to anything like a true sustained yield policy, much less to really permit the protection of significant other nontimber resources. Worse yet, as you know, the regional forester of region 6 has said that this is a timber-driven section and the logs have to get out as quickly as possible.

The result has been predictable, and I attach Exhibit A, which is one of many letters I have in my files from an environmentalist on the advisory board setup, documenting the haste of the agency to get the logs out at any cost, permitting only minimal or no environmental review. Everywhere, therefore, the attrition is still going on.

Therefore, as a first step, we strongly urge this committee in your deliberations this year to take no actions which will seriously impede the efforts of authorizing committees to deal with the question of our ancient forests. We believe the problem is too serious and the attrition is presently too great to wait much longer.

As the authorizing committees begin deliberations, hopefully soon, we feel that this committee and the Senate Appropriations Committee could help very much in two ways. The first I point out on page 3: reduce the allowable sales quantities and timber sale offerings in region 5 and 6 to truly sustainable levels. I use region 6 as an example. We believe, as I said, that the present sales offerings are about 4.8 billion board feet per year for the Forest Service and BLM, far beyond sustained yield levels, and we've all heard from the retired regional forester and other Forest Service employees who say the same thing.

I have asked—in the next part of my statement I point out that I have asked experts in our organization and others to conduct a detailed analysis of what would be a truly sustainable yield timber supply from Federal forests over the long term. To us, sustainable means not only to assure a supply of wood products for the industry, but also to protect ancient forests, water quality, wildlife, recreation—all the values that we believe are being degraded right now.

I summarize our conclusions here on page 3 and also table 1. We believe that a proper, allowable sales quantity for region 6 for the Forest Service, 1991 and beyond, would be about 1.55 billion board feet; for the Bureau of Land Management, about 430 million board feet, or a total of about 2 billion board feet per year for region 6. Again, I say it's pointed out on table 1.

You'll notice there that our calculations are designed to accomplish two goals: the first is to truly protect the ancient forests which are not being protected right now and cannot be at present levels, and, second, to account for the unrealistic yield assumptions now calculated by Forest Service experts in what we call the inflation factor—overestimated volumes, faulty assumptions about reforestation and genetics, and so on. I'd be glad to submit much more for the record on that, should you like.

We know these are substantial reductions, but we believe these are what ought to be done. We hope the committee will seriously consider them.

Finally, and to conclude, we would strongly urge this committee not to pass or agree to any more riders which would suspend or restrict the operation of the environmental laws such as those we have seen in the last few years. We do not think this right, and it's certainly not the American way.

Finally, we want to pledge our very strong support. We know these recommendations we're making will have an economic impact on some people in some communities which believe that it is their right to liquidate the ancient forests, and have lived there for some time believing that. We would like to pledge our support to any kind of an economic measure that would help those most directly affected economically. We feel if we can spend hundreds of millions to help eastern Europe, which we believe in very much, we can also help to protect our own people, as we take actions to protect and preserve a precious and vanishing resource.

We feel if the committee does these things, we can go a long way to protecting our ancient forests while they're still there. The only other course might be, as some have urged, to do a finetuning of Section 318. We are here to say, Mr. Chairman, that 318 has not worked; it cannot work; it cannot be made better. To continue on that course would assure the liquidation of the remaining ancient forests. We urge you not to do that, but to consider the other requests we've made.

Thank you.

Mr. Dicks. All right, thank you. We appreciate your statement, Brock.

[The prepared statement of Mr. Brock Evans follows:]

National Audubon Society

NATIONAL CAPITAL OFFICE 801 PENNSYLVANIA AVENUE, S.E. WASHINGTON, D.C. 20003 (202) 547-9009

THE STATEMENT
OF
BROCK EVANS
VICE PRESIDENT FOR
NATIONAL ISSUES
NATIONAL AUDUBON SOCIETY

BEFORE
THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON INTERIOR APPROPRIATIONS

REGARDING
FOREST SERVICE BUDGET REQUEST
FISCAL YEAR 1991

WASHINGTON, D.C.
MARCH 7, 1990

Thank you for the opportunity to appear before you to express our continuing grave concerns about the nature and extent of the Forest Service budget request for Fiscal Year 1991. This year, as in the past, we appear before you to say once again: the Forest Service proposal is overwhelmingly skewed to resource development and commodity extraction. Once again, as in the past, we are appearing to urge that this Committee take all the steps within its power -- which are considerable -- to reverse this trend, to deny those parts of the budget request which lead to a further liquidation of our fast-vanishing ancient forest resource, and to give clear directions to this agency to start practicing the true balance of multiple use that its many slogans so often preach.

Not long ago, the Forest Supervisors of Region I stated to the Chief that "we are not meeting the quality land management expectations of our budget and our employees. . . . the current emphasis of National Forest programs does not reflect the land stewardship values embodied in our forest plans . . . (we) continue to focus on commodity resources. . . . "

Unfortunately, Mr. Chairman, the 1991 budget proposal is no better; once again the timber program gobbles up the lion's share of the budget -- about 80%; once again there is a proposal for an increase of yet more logging; once again there is a huge request ($302 million) for the incredibly wasteful and resource-destructive "road building" program.

Mr. Chairman, we are here to urge that this Committee act soon to halt this ever increasing tendency towards yet more environmental degradation and yet more waste of taxpayers' dollars. We do support that part of the request which proposes to begin a test program of reducing "below cost sales" on at least 12 target forests across the country; this should be expanded. We support the request of others that the roads budget be reduced by at least $100 million. We would like to see much more funding for trail construction, recreation management, and wildlife protection -- and have them no longer be just agency programs to be fit in around the logging operations, as they have so often been in the past.

But it is on the ongoing program of destruction of our remaining ancient forests by Forest Service and BLM programs that we want to focus for the remainder of this testimony. It is the view of the National Audubon Society, based on years of research and accumulating evidence now, that this situation is the most serious environmental problem in the entire National Forest system. By deliberate policy and design, under the guise of "meeting the sales targets," our view is that the two forest agencies are promoting programs and policies designed to eliminate all but the tiniest fraction of the remaining ancient forests, primarily existing now only on the public lands of the Pacific Northwest states, and in California.

We are aware that the Forest Service now claims that it has a "new old growth forest policy." This "policy" was declared with great fanfare in October, when the Chief and others announced that the Forest Service had at last recognized that ancient forests have a value in and of themselves. However, when we checked, we quickly learned that there is no "new" policy. What we have is just more rhetoric -- the agency simply cobbled together a series of past actions and policies and called it something "new." "This is just old wine in new glasses," said Senator Patrick Leahy, Chairman of the Senate Agriculture Committee, at a hearing on the subject last fall. As of this time, Mr. Chairman, we are not aware of any more protection of any ancient forest on any Forest Service or BLM lands under this "new" policy; and we don't expect there to be.

Past History of Efforts to Protect Ancient Forest

Sadly, this is the fourth year in a row that we have appeared here to request that something be done about the rapid and accelerating logging program of the Forest Service, aimed deliberately at fragmenting and splitting up the last stands of ancient forest. In 1987, we submitted a list of timber sales scheduled to be offered in prime tracts of ancient forest which we asked this Committee to specifically refuse to fund. The volumes involved were not great, nor would have been the effect on the allowable cut; but the tracts were priceless, and once fragmented, have lost much of their value. Nothing was done except in the Senate, which added to its Appropriations Bill the infamous "Section 314," designed to overturn a lawsuit won by environmentalists against the agencies for violating the environmental laws in Oregon.

In 1988, we appeared again. In about 150 pages of testimony, complete with maps, locations and descriptions, we identified nearly 100 timber sales in the three West Coast states, all of which were aimed directly at fragmenting and eliminating additional beautiful and important tracts of ancient forest. Once again, the total volume involved was not great -- about 5% of the allowable sales offerings; once again the forests were priceless and can never be replaced. We asked that these sales be deferred too, but nothing was done. The Senate, once again, passed further riders, in effect suspending the operation of environmental laws in the State of Oregon.

In 1989, we made the same request, for some sales which had not yet been logged, and for others which were scheduled to be, but nothing was done. Forced to go to court, we did, and obtained an injunction to at least require the Forest Service to obey the law as it was liquidating America's ancient forests. The response of the Congress, primarily instigated by the Senate Appropriations Committee, was the so-called "Section 318." Purported to be a "compromise," it did reduce the sales offerings in Region VI by about 900 million board feet, and it did direct the Forest Service to proceed with new sales programs, and in such a manner as to avoid fragmentation of ancient forests -- positive accomplishments for which we thank all those involved.

However, the sales offerings programs were still way too high to amount to anything like a true sustained yield policy, much less to really permit the protection of significant other, non-timber, resources. Worse yet, the Regional Forester of Region 6 said repeatedly and publicly that Section 318 was a "timber driven section" first and foremost; the policy of the Forest Service, once again, was to "get the logs out as quickly as possible." And once again, Section 318, in effect, suspended the operation of the environmental laws in the Pacific Northwest states, by strictly limiting the right of any citizen to ask a court to enforce the laws that the agency itself would not obey.

The result of all this has been predictable, Mr. Chairman. Attached hereto as Exhibit A is a letter from an environmentalist on the Advisory Board of the Olympic National Forest -- created by Section 318. His letter eloquently points out the haste of the agency to get the logs out at any cost; permitting only minimal environmental review. If those who offered Section 318 really intended to protect ancient forests, we are sad to advise you that this is not what is happening. Everywhere priceless tracts of forests we can never replace, and no one will ever see again, are still being chainsawed to the ground, because of the agency's misapplication of Section 318.

What can be done to stop the wholesale liquidation of the rest of our ancient forests?

It is plain to the National Audubon Society that the Forest Service and the BLM will not, on their own, ever take any meaningful and significant steps to protect the ancient forests of our country. To us this is a priceless and beautiful resource, as important as the great cathedrals of Europe, and often older. It should not be destroyed as is being done now. We think it is extremely hypocritical to urge countries like Brazil not to log off their ancient forests, at the same time our own public bodies fund our own public agencies to do the same in our country, for a resource just as important, and certainly rarer. Exhibit B is a letter from a group of Brazilian conservationists to President Bush this year, observing the same irony.

It is equally clear to us that asking for deferral of specific timber sales, precisely mapped, documented, and identified, is an effort on our part that has not succeeded. Thus, we have come to the belief that only legislation from the authorizing committees will actually protect whatever we can of the remaining ancient forests in this nation. Thus, as a first step, we strongly urge this Committee: take no actions which will seriously impede the efforts of authorizing committees to deal with the question of our ancient forests. The problem is too serious, the attrition is presently too great to wait much longer. As the authorizing committees begin deliberations, hopefully soon, this Committee and the Senate Appropriations Committee can help in two ways:

1. Reduce the allowable sales quantities and timber sale offerings of Regions 5 and 6 to truly sustainable levels.

We believe the evidence to be overwhelming that even the present sales offerings in Region 6, for example -- about 4.8 billion board feet per year, including Forest Service and BLM, is far beyond sustained yield levels. We are all aware of the recent statements of the retired Regional Forester from Region 6 to this point, and of various "open letters" of Forest Supervisors and those of lower level employees all saying the same thing: this cannot be sustained.

It is plain that the attitude of the country is changing towards its ancient forests, as awareness of its destruction grows. If we are to have something left by the time the authorizing committees can finish their deliberations, the allowable sales offerings must be reduced, substantially. I have asked our experts in the Pacific Northwest to conduct the most detailed analyses of what would truly be a sustainable timber supply from federal forests in Oregon and Washington, over the long-term. To us, Mr. Chairman, "sustainable" means not only to assure a flow of wood products to provide "certainty" for the timber industry; but also to protect our remaining ancient forests, to truly protect wildlife and the corridors they need for migration and reproduction; to protect water quality, to protect recreation and trails -- all the other values that are now being seriously degraded.

To accomplish this goal, Audubon's experts have calculated that a truly sustainable, allowable, sales quantity for Fiscal Year 1991 -- and beyond -- in Region 6 for the Forest Service would be about 1.55 billion board feet. For the Bureau of Land Management, a true sustainable, allowable sales quantity would be about 430 million board feet. This, together, amounts to a total truly sustainable, allowable sales quantity of about 2 billion board feet for Region 6.

Table I attached hereto sets forth these numbers for your further consideration. You will note as you examine it, that the primary reductions from what we consider to be the inflated calculations of the U.S. Forest Service and BLM are to accomplish two goals: (a) to really protect the remaining ancient forests, and (b) to account for the unrealistic yield assumptions now calculated by Forest Service experts in what we call the "inflation factor," (e.g., overestimated volumes, faulty assumptions about reforestation and genetics, etc.).

We are aware that these are substantial reductions; but they are what ought to be done, Mr. Chairman, if we are to have anything left in a few more years. We hope that the Committee will seriously consider them.

2. Do not pass or agree to any more riders to suspend the operation of the environmental laws.

We believe it is simply plain wrong, Mr. Chairman, for this body or any other to deny the fundamental ability of citizens to go to court to enforce the laws, if their own agencies refuse to obey them. This is particularly true, we believe, in the case of the environmental laws where the liquidation of ancient forests is concerned; because once these resources are destroyed, they can never come back. We will strongly oppose, in every forum available to us, any efforts to suspend the operation of the environmental laws, or a citizen's ability to get a court to enforce what the agency will not. This is simpiy not the American way.

Conclusion

What is happening to our ancient forests, as you have observed so often, Mr. Chairman, is a serious matter, indeed. We believe most strongly that the time has come for all of Congress to act. Only the authorizing committees have the mandate to debate and decide the proper balance between continued liquidation for a few more years until it is all gone, or protection of this priceless resource. Only they can decide how best to meet the understandable concerns of small communities that, in some cases, have staked their existence on promises that they could continue to liquidate the ancient forests. We understand these concerns and are very supportive of efforts to help them make the transition that will occur anyway, sooner or later. We pledge our support to any and all reasonable economic measures to help those most directly affected economically. If we can spend hundreds of millions of dollars to help Eastern Europe, we can certainly put forth sufficient public funds to help some of our own people as we take the necessary steps to preserve a precious and vanishing resource.

This Committee can play a very strong role and part, as it has done for so many years. The way this Committee can help to save our ancient forests is by reducing the sales offerings sufficiently to let those inside the agency who want to protect it, do so. And, it can refuse to approve any more riders which remove the possibility of enforcing agency violations in a court.

The only other course would be to somehow attempt a "fine tuning" of Section 318, and allege that this will "do the job." We are here to say that Section 318 has not worked and cannot be made better. To continue on the present course is to assure the liquidation of America's ancient forests. Please do not do this.

Thank you.

TABLE I

SUSTAINED YIELD CALCULATION

	USFS		BLM	TOTAL
	WEST	EAST		
Agency Baseline (from plans)	2.6	1.4	1.2	5.2
ASQ Deduction necessary to protect ancient forest	x .7	.6	.6	1.9
Subtotal ASQ if ancient forest is protected	1.75	.84	.72	3.31
ASQ Deduction necessary to eliminate miscalculated "inflation" factors	x .60	.60	.60	
Total Sustainable "real multiple use" ASQ	1.05	.50	.43	1.98

Exhibit A - Testimony of National Audubon Society
3-7-90

Bob Crowley
Advisory Board Member
Olympic National Forest

Senator Brock Adams
513 Hart Senate Office Building
Washington, DC 20510

Jan. 24, 1990

Dear Senator Adams,

I am writing to you as an environmental representative on the Advisory Board (AB) of the Olympic National Forest (ONF) to ask for your help on a specific problem that the environmental members of the board are having. Also, I would like to give you my observations on the workings of the board to date.

Specific Problem

In order for the board, particularly the environmental members of the board, to make well informed and effective decisions on timber sales as they relate to old growth fragmentation and the viability of the spotted owl, it is necessary to have a certain minimum amount of information about a sale. Section 318 (c) (1) states that the AB "shall present their advice within fifteen or forty five days after receipt of the necessary review documents". This is further clarified in the Conference Report where the managers state, "The Forest Service and BLM shall upon request, make available within five working days timber sale environmental assessments and related documents.".

My interpretation of these provisions is that Congress intended that the AB should have in hand the necessary review documents before the 45 day clock would start running. I would submit that the necessary review documents would at least include those documents normally generated by the FS in their evaluation of a timber sale under the NEPA process. How can the boards be expected to give good advice with less information than the FS would use to make their decisions? Or does this in some way imply that the FS is making its decisions with less than adequate information about the effects of a planned timber sale?

Given our concern for having adequate information to make informed decisions with, the AB detailed at our Jan. 12 meeting the information that we felt was the minimum needed to give good advice. The minutes of our Jan. 12 reflect the agreement reached regarding information required. That information is:

District Sale Maps

Age Class Maps
SOHAs
Large Saw Potential Old Growth Maps

Typical and Atypical Habitat
EAs and BEs (copies of) (note:EA = Environmental Assessment;
BE = Biological Evaluation)
Decision Notices
FWS Responses if available
Aerial Photos (with each sale presented to review)
Positions Statements
Work done by ID Team (ICO's)

On Jan. 19, the FS presented 24 timber sales to the AB. Each of the Districts made a 5 minute presentation for each of its'sales and handed to the AB as much of the above requested information as was presently available. The FS is to be commended for making a herculean effort to assemble all of this information in the one week between AB meetings. The problem that arises is that not all of the sales presented have proceeded far enough through the planning process to have all of the necessary information available.

However, the AB was informed by the FS that the 45 day decision time had started with the presentation of these sales to the board and with the supplying of what information was available. In nearly a quarter of the sales, no EA or BE has been completed or provided. We are told that we will receive them as soon as they are completed, but in the meantime the clock is running. This is being done because the FS, very concerned about meeting its target, needs decisions from the board by a certain date if they are going to be able to consider those decisions and move the timber sales through the system by Sept.30.

What the FS is doing is deciding when it needs a decision by and then backing up 45 days and starting the clock on these timber sales whether the board has the necessary information or not. I appreciate the problem the FS has in trying to meet its' target but the AB has a responsibility under Sec. 318 to consider the impacts to the spotted owl and to fragmentation of ecologically significant old growth (ESOG). This responsibility cannot be fulfilled if the FS insists on driving the review process ahead before the necessary review documents are made available to the board.

This problem has been pointed out to the FS on numerous occasions at the AB meetings and in direct conversations with the deputy supervisor, but to no avail. To quote from the minutes of the Jan. 12 meeting, "John Phipps (deputy supervisor) will try and give the AB info before the clock starts. Clock starts 45 days before we (FS) need to have a decision - i.e. late date on handout."

In consideration of the above information, I am asking for your help. The AB is faced with a difficult enough task without having its allotted review time cut short and with having to spend hours monitoring the FS to be sure that they are providing the AB the necessary review documents and a full 45 day review period after all those documents are received. Would you please intervene with the FS and instruct them to follow both the letter and the intent of Sec. 318 (c)(1). For those sales that have been presented to us without all the necessary documents would you please instruct the FS that the clock should be reset to begin the 45 day review period at the point at which they are able to get the necessary review documents to the AB.

Observations of Advisory Board and Implementation of Section 318 for Olympic Nation Forest

1) The members of the Advisory Board are engaged in a good faith effort to make the board successful.

2) Generally speaking the makeup of the board is fairly well balanced, however, several members of the board have not been involved in the issues surrounding old growth and spotted owls. Given the very specific nature of the mandate in Sec. 318 regarding old growth and owls and the need to identify ecologically significant old growth, this lack of timber sale and forest management background puts an incredible burden on these members if they are to be fully involved. It limits their effectiveness and puts them at a distinct disadvantage in terms of prior knowledge. The boards would be better served by having the members chosen by the environmental and industry interests.

3) The AB process is biased against most of the environmental and neutral interests in terms of the time commitment away from jobs (lost wages, unhappy bosses) and in getting no reimbursement for time or expenses. This places a hardship on environmental and neutral members. Most industry members are being paid for their participation.

To date we have had one 4 hr. and two 8 hr. meeting days. At present there are another four 8 hr. meetings planned between now and the 6th of April. Outside of meetings, I am spending an average of 30 additional hours per week on AB work to prepare for upcoming meetings. This is an incredible commitment for Congress to expect of volunteers. It is very unlikely that this could be sustained or expected in any future iteration of these advisory boards.

My total time commitment from Dec. - April will be about 510 hrs.

4) The AB has no veto power over FS decisions. On ONF, the FS has said that they will follow any consensus decision reached by the board. At this point we have not tried to make any decisions on a timber sale. The balance of the ONF target left to meet is 166 mmbf. We have available 216 mmbf to select from. Consensus can probably be reached on sales that might be prohibited as long as we're within the realm of the 50 mmbf in excess of the target. However, when dealing with potentially prohibited sales that might reduce the target it is unlikely that the board will reach

consensus, hence the FS commitment to follow a consensus decision isn't likely to bind them to too much.

5) Many of the sales being presented to the AB already have decision notices. This means that these sales have been signed off on by the forest supervisor. Given how far these sales are along in the planning process and how much work is already committed to going in the direction of the decision, there are clear indications that little change in these sales can or will take place. This represents about one third of the sale program.

6) As presently laid out, the FS wants decisions from the AB on virtually the entire sale program by early spring (April). At least half of the sales do not have EAs or BEs done yet and need substantial field work done. Many of the sales that we are now looking at are at elevations above the snow line and may not have access until late spring. The AB will not be able to make meaningful decisions and suggestions for modification on some of the more difficult sales without visiting the actual sale site.

Where information is insufficient or a site visit, when needed, is impossible I will have no alternative but to vote to prohibit a sale.

* 7) The area ecologist for the FS stated that all the old growth is ecologically significant. This statement would seem to say that cutting any old growth would be an ecologically significant action. So we are being asked to make decisions about which timber sales to release that are going to destroy stands that are somehow less ecologically significant. This is pretty heady stuff, the stuff of gods and madmen. This is not an acceptable way to treat a precious resource. I, for one, cannot imagine ever again participating in a process that mandates such excessive harvests. My involvement could only happen again at a greatly reduced harvest level.

The ONF has a past history of very high cut levels in excess of sustained yield. All the old growth that is going to be cut under Sec. 318 is significant and the proposed target is still in excess of sustained yield.

8) The FS has made a good effort at putting the questions of minimizing fragmentation, protection of owl habitat, and identification of ecologically significant old growth (ESOG) onto the table. This is being done primarily through the creation of a new model that tries to quantify some of various elements that might make up ESOG. The development of this model has been a process open to the AB. My main concerns with the model are:

> a) That some elements of what make old growth ecologically significant are not easy to quantify and will be overlooked as the model gains credence.

b) That elements, such as soils and slope, because they are ecologically significant to all forests are left out of the model. The assumption is being made by the FS that these elements of a timber sale are being adequately addressed by public involvement processes outside of the AB. These elements as ecological concerns for all forests are also ecological concerns for old growth forests.

c) That, as time goes on, the model begins to be viewed as giving us "the answer." It has been stressed that this is not a decision making model, but such things have a way of being forgotten in the future and we risk falling into the "monkey trap."

d) That roads are not being considered as as element of fragmentation. The difficulty of quantifying this element points to the limits of a model in dealing with anything as complex as old growth ecosystems. Sometimes we are left with only our intuitive sense of what the impacts of various elements will be.

9) The AB was able to get an outside facilitator only after considerable inconvenience. The FS had wanted to have the deputy supervisor act as facilator.

I hope that my comments give you some insight into the workings of the Olympic National Forest Advisory Board.

Also, I hope that you can be of some assistance in resolving the problem detailed in the first half of this letter.

I would like to add, that in spite of differences that I have had with the Forest Service over various aspects of the Advisory Boards and our interpretations of Section 318, that all of the Forest Service personnel and especially John Phipps, have been friendly, courteous, and totally professional. They are to be commended for this, under what are clearly very difficult times for them.

Finally, the developing interpersonal relationships, the beginnings of understanding over divisive issues, and the gradual building of trust between the Forest Service and the Advisory Board and between the members of the Advisory Board is perhaps the very best of what will come out of this process. If we can gain these things, then perhaps we can look beyond 1990, to better days.

Thank you for your time and consideration.

Sincerely,

Bob Crowley

Bob Crowley
P.O. Box 950
Port Townsend, WA 98368
206-385-4214

cc.
Senators Slade Gorton and Partick Leahy
Congressmen Al Swift, Jolene Unsoeld, Norm Dicks, Tom Foley, Jim Jontz, Peter DeFazio, Bruce Vento, Chet Atkins, Sid Yates
John Butruille, Regional Forester
Ted Stubblefield, Olympic Supervisor
John Phipps, Deputy Supervisor
Bonnie Phillips-Howard, Chair, Wash. AFA
Bob Freimark, Oregon AFA
Jean Durning, The Wilderness Society
AFA National Steering Committee Members:
Brock Evans, NAS
Syd Butler, The Wilderness Society
Fran Hunt, Nat. Wildlife Fed.
Jim Bloomquist, Sierra Club
Argon Steel, Wash. Audubon
Tim Cullinan, N. Oly. AFC
Clarence Martin, Kitsap Audubon
Olympic Advisory Board Members

Rio de Janeiro, December 11th 1989

Dear Mr. President,

As you surely know, Western European countries and the United States of America have become increasingly concerned with the deforestation of the Amazon Rain Forests. Without a doubt, recent international protests about the issue have contributed to our own efforts to alert Brazilian citizens to the risks and the incalculable losses due to the action - or lack of action - taken by the public authorities responsible for the conservation and the utilization of our natural resources. Historical precedents, however, lead us to believe that the conferences and declarations of the political leaders of richer countries regarding this matter are nothing more than rhetoric directed at prospective voters. In fact, nothing indicates that the powerful pressure tactics often employed by these countries to defend their own economic interests will be used in order to protect the tropical forests or the environment of the developing countries in general. It is interesting to remember, for instance, that countries like Japan, West Germany and the United States of America do not impose, as they ought to, any sanctions against the importation of Brazilian iron and steel products elaborated with vegetable charcoal from the very forests they claim to be willing to protect.

But it is the devastation of native forests in the United States of America itself, and not the Amazon Rain Forests, that has motivated this letter. Specifically, the damage being done to the last traces of Pacific coastal vegetation, in the states of Oregon, Wasington and California, and the Tongass National Forest, in Southeast Alaska.

Unparalleled in the world, there remains only 10% of the coniferous forests that once covered the Pacific Coast. At the rate of current exploitation, what remains will be cut down in less than 20 years. These magnificent trees, which grow up to 100 meters high and 3 meters wide, shelter more than 200 species of vertebrates, some threatened with extinction. These trees are traditionally called cathedral-like due to their lofty branches, an expression that clearly demonstrates the almost religious feeling they inspired in former generations of North-Americans and continue to inspire in those who still have the opportunity to see them. These forests, Mr. President, like the Amazon Rain Forests, must be considered a patrimony of humanity.

BEST AVAILABLE COPY

In the USA, like in Brazil, the information given by governmental agencies responsible for the forests greatly differs from the information stated by independent scientific institutions. There, like here, this devastation takes place in the name of employment, however temporary it may be. There, like here,the Government subsidizes these activities at the public's expense. There, like here, "sustainable management" is used as a ruse: here, it is pure and simple deforestation, while there it takes the form of reforestation with rapid growing species causing irreversible damage to the fragile ecosystems. There, like here, the laws that ensure the preservation of the natural habitats of endangered species are not respected due to the lack of action and non compliance under recent administrations.

So many deplorable similarities!

As deplorable as the fact that the United States Government has made long term concessions to Japanese enterprises, such as Pacific Ketchikan Pulp and Alaska Pulp, to annually destroy around 50.000.000 square meters of North America's largest natural temperate forest reserve. The scientific community considers this reserve to be almost as important, biologically speaking, as our tropical forests. Doesn't it seem foolish to cut down 400 year old trees to make paper? Why are these companies treated with such courtesy, granted incidentally by resources that are public property, instead of being obliged to acquire lands to produce their raw materials. This unjustified protection cannot be regarded as compatible with the principles of healthy capitalism and democracy!

It is not only the scientific community and conservationists that have risen to the defense of the Tongass forests, but also fishermen and a significant percentage of the native population, who depend on it for their livelihood. We hope that the legitimate heirs of the region will be respected.

In any case, even the local National Forest Service administration recognizes that merely the opening of more than 600 kilometers of roads to facilitate the lumberjack's work is already having disastrous consequences on the environment, such as a rise of hunting and the reduction of salmon fishing. Recent measures taken to "diminish" these consequences, such as the prohibition of deforestation along river banks are appallingly insufficient to maintain this delicate harmony among trees, rivers, soil, fish and animals.

Surely, Theodore Roosevelt and Walt Whitman are only two among a legion of American Forefathers respected worldwide who would strongly disapprove the damage being done to these natural monuments that represent a part of the nation they loved so dearly.

We know that the representatives of these economic interests, which are only concerned with short term profit, will certainly try to accuse us of meddling in the internal affairs of the United States of America. Here, too, backward politicians turn to this type of false nationalism whenever it is convenient, although they are always bound to disrespect the most basic principles of national sovereignty to please occasional interests.

In any case, Mr. President, our only intention is to reaffirm what has already been said so many times about the Amazon Rain Forests: these environmental questions, as most things in modern world, have no boundaries. Our legacy to future generations should not be a world devoid of biological diversity, beauty and natural resources.

Please accept, Mr. President, the expression of our respect and friendship.

Very truly yours,

LUIZ ANTONIO PRADO

CARLOS MINC BAUMFELD
State Deputy

ALCEO MAGNANINI
Brazilian Foundation for Natural Conservancy

ORLANDO VALVERDE
National Campaign for Defence and Development of Amazon

PEDRO PAULO LOMBA
Brazilian Forests Foundation

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESS

MARCIA STAIGMILLER, LEWIS & CLARK HISTORIC TRAIL INTERPRETIVE CENTER STEERING COMMITTEE, GIANT SPRINGS, MT

Mr. DICKS. Lewis & Clark Interpretive Center, Marcia Staigmiller? Marcia, we're glad to have you here today.

Ms. STAIGMILLER. Good afternoon. It's nice to be here. Thank you for allowing us the time to speak before this committee.

Mr. DICKS. Good. We'll put your statement in the record, and you have five minutes to summarize.

Ms. STAIGMILLER. Thank you.

This afternoon I do represent the steering committee, the citizens' steering committee for the Lewis & Clark National Interpretative Center to be located in Great Falls, Montana.

In 1988, House Resolution 1982, establishing the Historic Trail Interpretative Center at Giant Springs near Great Falls, was signed into law. The help that you offered us at that time to get the ball rolling was much appreciated, and we thank you for that.

Last year a commitment by your committee of $200,000 in planning money was allowed to begin the job of going out and seeking the concept and the design of this particular project. We're back now with what we have been stated to do, and that is to put together a plan and offer it to you.

Our budget, which was approved in the original legislation, was $3.5 million for construction and such funds as necessary for the planning, design, and site preparation. The difference between that authorization and what I come to ask you for today is considerable different: $9.4455 million is the request that we have before you.

There is a budget attached for you to refer to, and I ask your indulgence to look at that just a little bit. I want to read to you the vision statement that was given, or at least a part of it, by that citizens' committee initially in March of 1989.

"The Lewis & Clark National Historic Trail Interpretative Center imparts to the public a personal sense of President Thomas Jefferson's vision of expanding America to the West. It inspires awe; it awakens curiosity toward the challenges faced by the expedition as they portaged through the Great Falls of the Missouri River and explored the unknown; brings to life the daily experiences of the expedition and its impact on the environment and native peoples of the uncharted West; and celebrates the indomitable spirit of human discovery." These words were written by the people of Great Falls at a public meeting in March 1989. It was a vision statement, and the scope of that vision has broadened considerably.

James Ronda, a noted author and historian and supporter of this project, has indicated that the portage became a "personal record of the West." The history of the development of the interpretive center really began in 1983.

Many local citizens have contributed countless hours to the planning, and I won't go into a chronological listing of those, but I want you to know that the contribution prior to any Federal dollars that have been invested in the last five years amounts to about $2.3 million of total citizen time and dollars into the community. Those range from heroic bronzes and murals to the development of overlooks near the site, major improvements to our city as far as the tourism industry is concerned.

These activities were mainly accomplished in the private sector, but now we've brought on the Forest Service as the lead agency in this particular project. A building site has been cooperatively agreed on. The Forest Service and the Montana Department of Fish, Wildlife, and Parks have been working hand in hand to develop it.

The State of Montana has offered and given 50 acres, or up to 50 acres, of land at a very prime location at Giant Springs for the establishment of this center. The Forest Service has also been working on the preliminary engineering report, site analysis, soils testing. The advertisements have been listed as far as contracting, and the planning sessions to develop a story line of the exhibitry has been done.

Dozens of design firms have shown interest in this project, and a contract will be awarded in May. Federal and state contributions have gone beyond that land hunt donation, also.

The Montana State Highway Administration is contributing much to the design for the road relocation that's necessary. The Montana Department of Fish, Wildlife, and Parks is providing landscape architecture, the preliminary design preparation, and also final review of the road plan.

History experts from the Smithsonian, the Buffalo Bill Historical Society, and Museum of the Rockies, and Youngstown State University have volunteered their time to assist us, because they feel so committed to the project. The commitment of the State of Montana, the National Lewis & Clark Foundation, the Portage Route Chapter, and the citizens of Montana has created a great pool of knowledge. This partnership would not have been possible without the support of your committee and the $200,000 that you so ably gave us last year.

We are now prepared to come to you with this request for an appropriation that is not a shy one. It's an enlightened one. In 1983, when our group of local citizens recognized the important story that needed to be preserved and shared, we didn't know the magnitude of what we were about to start. Perhaps you can reflect just a little bit to the Lewis and Clark story itself.

As we looked at our budget and looked at the appropriation, I want you to note that we've done some comparisons. We've looked at other similar facilities across the country, and their range from $3.25 million to $8 million and upward has been somewhat similar to ours. Their percentages of cost for the contracting range anywhere from 16 to 29 percent. In our budget, and in our planning we're looking at holding that to about 14 percent, if at all possible.

The interpretation is what's making the difference in this budget. I think that, because of that interpretation, our building and our site are going to require some additional work and some extraordinary treatment that we hadn't anticipated.

The current request of $9,445,500 construction and planning costs is large. We have failed in the past to present the epic story of Lewis and Clark and the expedition as a turning point for this young Nation, but, yet, in retrospect, should the expedition have lost heart and failed to record the resources of the relatively unknown area between Mandan and the Columbia, and not disrupted the lives of the native people of the region, the course of history would have been quite different. It's an important chapter in our Nation's history.

The treatment of such sensitive subject matter must be handled with grace and enthusiasm. The opportunity to tell the story at precisely the same location and in nearly the same pristine condition that Great Falls is in——

Mr. DICKS. Marcia——

Ms. STAIGMILLER. I have one more statement; that's it.

Mr. DICKS. Is this in the budget?

Ms. STAIGMILLER. One line. Pardon?

Mr. DICKS. Is this in the budget?

Ms. STAIGMILLER. No, it's not in the President' budget. This is an additional request.

Mr. DICKS. All right.

Ms. STAIGMILLER. Okay, and I know I'm close to my time.

Mr. DICKS. You're over your time.

Ms. STAIGMILLER. Okay. The investment, while greater than anticipated, will be worth it for the entire Nation, for it is our story and it is your story. Please approve that $9,445,000.

Mr. DICKS. We appreciate your statement. In the State of Washington we have a fond feeling for Lewis and Clark, too——

Ms. STAIGMILLER. I understand that.

Mr. DICKS [CONTINUING]. And their work.

Thank you. We'll see what we can do.

Ms. STAIGMILLER. Okay.

[The prepared statement of Ms. Marcia Staigmiller follows:]

REMARKS PRESENTED BY MARCIA STAIGMILLER, LEWIS & CLARK HISTORIC TRAIL INTERPRETIVE CENTER STEERING COMMITTEE ON MARCH 7, 1990 BEFORE THE SUBCOMMITTEE ON APPROPRIATIONS.

HR 1982/PL 100-552 established the Lewis & Clark National Historic Trail Interpretive Center at Giant Springs near Great Falls, Montana. In that bill Congress appropriated "such sums as may be necessary" for the planning, design and site preparation for the Center and associated structures and improvements and 3.5 million dollars for construction.

"The Lewis & Clark National Historic Trail Interpretive Center imparts to the public a personal sense of President Thomas Jefferson's vision of expanding America to the West; it inspires awe and awakens curiosity toward the challenges faced by the expedition as they portaged the Great Falls of the Missouri River and explored the "unknown"; brings to life the daily experiences of the expedition and its impact on the environment and native peoples of the "uncharted West"; and celebrates the indomitable spirit of human discovery." These words were written by the people of Great Falls at a public meeting in March 1989 as a vision statement they wished to impart as the Interpretive Center was developed.

This statement is the tip of the iceberg for the Lewis & Clark National Historic Trail Interpretive Center . The more one delves into this great American saga, the more one respects the vision of Jefferson and the courage of this small band of explorers. The course of history took a new direction the day the Corps of Discovery departed from Mandan and the Hidatsa tribe. The myth that exists in the minds of many Americans is that Lewis & Clark were crossing a vast unknown and unpeopled region. The facts and the story that would unfold were quite different. Quite different, too, is the history of this project. It is a story of determination, cooperation and enthusiasm that may nearly match that of the explorers. This should come as no surprise since history often repeats itself.

The portage around the Great Falls of the Missouri proved to be one of the first major obstacles Lewis & Clark encountered. Virtually EVERY member of the expedition who wrote about the journey wrote about the Great Falls story according to Dr James Ronda, noted author and historian. The Portage became a "personal record of the West" The history of the development of the Interpretive Center really begins in 1983.

1983-The Portage Route Chapter of the Lewis & Clark Trail Heritage Foundation was chartered. It has over 50 members and is the central support group for Lewis & Clark activities in Great Falls and Montana.

1984-The annual meeting of the Lewis & Clark Trail Heritage Foundation was held in Great Falls. The opportunity to see and visit many of the Portage Route sites described in the Journals in much the same condition as they were in 1805 led many participants to proclaim this as the "best annual meeting ever!"

1984-Thirty-three members of the local community re-enact the 18 mile portage, complete with authentic costuming, and hand-hewn wooden canoes whose size were specified in the Journals.

1984-Nationally known artist, Rober Orduno, completed a 10' X 48' mural, The Portage Around the Great Falls of the Missouri". It hangs in the Great Falls International Airport, a project funded by the Burlington Northern Foundation.

1984-Overlook Sites and Trails were developed at two historic Lewis & Clark sites, Black Eagle Falls and Rainbow Falls. The $75,000 Montana Power Company gift was matched with volunteer labor and donated materials completed the $225,000 construction.

1985-The State of Montana declared its intention to donate up to 50 acres for the location of the Interpretive Center.

1984-Legislation first initiated to establish a National Interpretive Center in Montana.

1988-Congress passed HR 1982 and the President signed it. The Interpretive Center would become a reality, authorization for funding was included in this designation.

1989 Congress appropriated $200,000 for the initial planning and development of the Center.

1989-Lewis & Clark Festive Days were established as an annual event. They included a living history encampment, a Native American interpretation of legends, a black powder exhibition, a tour of the Portage Route and floats on the Missouri River to the Portage Camp.

1989-The Forest Service committed $65,000 of the Recreation Budget for planning and $115,000 for contract preparation, interpretive planning and access road design.

1989-A heroic size bronze, "Lewis & Clark at the Portage" by sculptor Bob Scriver, was installed in Overlook Park. It depicts Lewis, Clark, York and the dog Seaman, recounting the incident where Lewis encountered the grizzly bear.

1989-The Lewis & Clark Honor Guard was formed and preparations begun to Authentically dress and train a color guard and fife and drum corps to the Lewis & Clark period.

1989-The Cascade County 89'ers Horizons Committee donated $10,000 for the establishment of the L & C Interpretive Association in conjunction with the Portage Route Chapter as the law allows.

1989-Nearly 1,000 trees are donated to Heritage Park for its beautification.

1990-Through the negotiating process that took nearly five years, a land agreement that included the exchange of acreage between Sunlite Development, Montana Dept. of Fish, Wildlife & Parks, and $40,000 in cash from the Heritage Park Commission fundraiser and a land gift from Montana Power Company, the size of Giant Springs Heritage State Park was doubled. This area has in part become the site later elected for the Interpretive Center.

1990-Gov. Stan Stephens appointed the Governors Advisory Commission on Lewis & Clark whose task is to coordinate and strengthen the preservation and awareness of the Lewis & Clark Trail in Montana and all other Trail states.

Many local citizens have contributed countless hours to the planning for the Center. A citizens steering committee composed of twelve representatives from organizations throughout the county have worked cooperatively with the Forest Service for over a year. Together, these groups have slected a site for the building, made decisions on Center programs, and developed the interpretive focus.

These activities were mainly accomplished in the private sector through hundreds of hours of volunteer time and effort. They were done in preparation for the eventual construction of an Interpretive Center. Meanwhile the U.S. Forest Service, charged with the administration of the Center, began its work to fulfill their obligation under the law in the area of planning. Utilizing their internal resources, they went to work immediately on the task before there was any funding designated for this effort. The Forest Service has contributed over $200,000 worth of actual dollars and manpower to plan for the Center. A building site has been cooperatively agreed upon by the community, Forest Service and Montana Dept. of Fish Wildlife and Parks; a preliminary engineering report has been completed; site analysis and soils testing completed; the design contract advertised in Commerce Business Daily,; an intense planning session was held to develop a story line for the exhibits; an Interpretive Prospectus has been prepared; a design contract has been written; the contract will be awarded in May. Dozens of design firms have shown interest in the project by submitting their qualifications for the design contract.

Federal and State contributions go beyond the land donation . The Montana State Highway Administration is contributing much of the design work for the road relocation. The Montana Dept. of Fish Wildlife & Parks has provided a landscape architect for the preliminary design preparation and final review of the road design.

History experts and museum curators from the Smithsonian Institution, the Buffalo Bill Historical Society, the Museum of the Rockies and Youngstown State University have volunteered their time and expertise. This past January , they spent four days working in Great Falls with the Forest Service and four members of the Gitizen Steering Committee to develop a concise storyline for the interpretive exhibitry. As a result, the story for the Great Falls Center will be uniquely different. Their involvement lends credibility to the Center and assures accuracy and authenticity of the information and artifacts.

The committment of the State of Montana , the National Lewis & Clark Foundation, the Portage Route Chapter and the community as a whole,is clear by the above actions. What they have established is a firm direction and the groundwork so necessary for programing at the Interpretive Center. A pool of knowledgable people will be prepared to move into the living history programing within the complex. Many sites supporting the Lewis & Clark saga that unfolded in the area around Great Falls are being developed in preparation for the Center. The groundswell of local interest has not yet reached its peak of involvement.

The enthusiasm we have received from the public and private sector has been overwhelming. Many agencies have offered their manpower to assist in this preliminary stage of planning and development of the Center. They are stretching their resources to assure the success of their combined efforts in a timely way. It has become an enormously successful partnership up to this point. Expanding interest along the way and increasing the value of your investment to an even greater degree. Your committment to this project cannot be underestimated. In October of 1989 an appropriation for $200,000 was approved for preliminary planning of the center. This investment has been reaping a great deal of interest.

We are now prepared to come before you to request an appropriation that will complete what Congress and your committee has established as worthy and important addition to our nation's desire to preserve and interpret the course of history. It is fitting that the Lewis & Clark National Trail Interpretive Center be at the forefront of this effort since it was this expedition, during a period of "enlightenment" and expansion that would change the face of our nation, its policy of commerce, transportation and international relations. Our request is not a shy one. It is an enlightened one. In 1983, when our small group of local citizens recognized this important story needed to be preserved and shared. We did not know the magnitude of what we were about.

What has evolved is the discovery of an important part of our nations story that has not been interpreted nor its true impact on trade, international relations and the Native population the Corps encountered as they sought a "clearer route to the Pacific."

REFER TO BUDGET REQUEST PAGE IN THE PROSPECTUS.

In seeking comparisons to this budget we offer the following information:

Flagstaff Hill	5 MM Construction	838,000 Neg. Fee	16.7%
Boston State Home	Unknown		16-19%
Coldwater Johnston	8MM	1,100,000	14%
San Pedro Cons. Area	3.5MM	600,000	17%
Crater Lake Lodge	3.25MM	942,500	29%

What makes this center unique, different from others, is the treatment of the Lewis & Clark story and its presentation.

Visitors will leave the Great Falls Center with a slightly different impression of the epic journey. The interpretation will delve deeper into the past, unveiling the Corps of Discovery's connection to the native peoples of the American West of 1805. This connection is a heretofore untold story. It is the story of a band of explorers and their encounters in Indian Country, the high plains.

This region of the trip represents the only truly uncharted lands of the expedition. Although unmapped by white men, the lands were certainly not unpeopled, rather a crowded wilderness. Visitors to the Great Falls Center will learn about the rich cultures of the native peoples who preceded Lewis & Clark. The Center will help dispell stereotypes about the past, and replace these misconceptions with more accurate views. Of primary importance is the Center's opportunity to paint the complete picture of this "American Odessy."

At the Great Falls Center, visitors will actively relive their heritage. The hands-on exhibitry, re-created demonstrations, emotional theatre presentation are only a part of the total experience. Programming at the Center will emphasize "learning by doing". School groups will interact with the outdoor life of the expedition on fair weather days along the interpretive trails and the living history area near the river; and combine their experience with the indoor exhibitry and education center. Discovery is the key.

Exhibits and classroom activities will touch each student by actively involving them in an aspect of the expedition. Educators, themselves, will also be attracted to the Center to enroll in one of several accredited courses sponsored through one of the State colleges or universities. Seminar series and scheduled workshops will be popular with organized tours focusing on Native American culture and the history of westward expansion.

Scholars and researchers will come to utilize the volumes of archival literature in the National Lewis & Clark Trail Heritage Foundation library, collocated at the Interpretive Center. Travelling exhibits on loan from museums and centers throughout the Nation and abroad will rekindle interest in revisiting the Center again and again. The Center will be far more than the typical museum. It will live on through its ever changing, ever growing program and exhibits.

Why so much more expensive? Design and construction of the calibre planned is costly. To give full justice to the dream of presenting an accurate view of the native peoples and their culture requires creative approaches in interpretive design. Special environmental controls will be necessary if travelling exhibits and artifacts are to be safely displayed.

Progressive educational programming of the type described calls for innovative design techniques. This expanded vision for the Center has evolved with the planning ideas generated in the community and with the help of volunteers from other history experts and museum curators. These ideas were not in the forefront of the minds of those creating the original legislation establishing the Center.

The benefits to Montana and the Great Falls area are far reaching. Great falls is central along the Trail and is a location where the first major physical challenges occured. It is one of the closest accesses to the Wild & Scenic Area on the Missouri River. It would diversify the economic foundation of Great Falls and Montana, easing us away from our dependancy on the military, industry, timber ,oil and gas and even to agriculture.

This project will provide spinoff opportunities for service related business and employment while also providing employment for professionals. It also ties a connection between existing historical developments and planned developments like the C M Russell Museum, Cascade County Historical Society and the Ulm Pishkin. It is one of few interpretive facilities of its kind in this are...

HR 1982 authorized 3.5 Million Dollars for construction and unspecified sums for planning and design. The sponsors of the bill originally requested 5 million dollars for construction and 700,000 for planning and design. The current request before the House Sub Committee on Appropriations asks for $9,445,500 total planning construction costs. Why the increase?

This was simply a case of underestimating the costs of full interpretation of this major historical event. According to many museum and interpretive center cuartors and directors with whom we have consulted it is a common failing for citizen groups such as ours to understate interpretive needs and to underestimate their final costs.

The Lewis & Clark Interpretive Center provides the American government an opportunity to portray a pivitol chapter of American history forcefully and accurately. It will be portrayed in the heart of the Northern Plains where the soul of the Expedition strengthened, where, in the words of Clark's journal entry of June 20, 1805 "All have perfectly made up their minds to Succeed in the expedition or perish in the attempt" As Ronda wrote earlier, "Men who had not more than a year and a half before thought only of self and self indulgence now gave all to a common cause." They became a "community" and that sense of community has been an influence in the success of our nation since that time.

We have failed in the past to present this epic story as a turning point for you young nation yet in retrospect, should the expedition have lost heart, failed to record the resources of the relatively unknown area between Mandan and the Columbia, not disrupted the lives of the Native people of the region, the course of history would have been quite different

It is an important chapter. The treatment of such a sensitive subject must be handled with grace and enthusiasm. The opportunity to tell this story at precisely the same location and in nearly the same pristine condition is extraordinary. The investment, while greater that anticipated will be worth it for the entire nation for it is OUR story. Approve the 9,445,500 dollar budget request.

Budget Request:

The Forest Service has contributed $200,000 for the inital startup of the planning effort. Funds have been spent to support salaries for the Project Team; develop the interpretive story outline; provide preliminary engineering work necessary for site selection; and finance the development of the Environmental Analysis and Design Contract Package.

Design for the Center will be accomplished in three phases - Conceptual, Schematic, and Construction Documents. Congress has appropriated $200,000 which will be used for completion of the Conceptual Design Phase. Additional funding is needed for the remainder of the design planning.

Construction Needs:

Design: Exhibits, Building, Site Development and Furnishings		
a. Conceptual Phase (funded Fiscal Year 1990)	$<300,000>	
b. Schematic Phase		$407,500
c. Construction Documents Phase		633,000
Access Road Relocation		
Road and Bridge Design Road and Bridge Construction Forest Service Engineering Support for Design and Construction		565,000
Utilities		
Utilities Design Utilities Construction City Annexation Forest Service Engineering Support for Design and Construction		450,000
Construction: Exhibits, Building, Site Development and Furnishings		
a. Interpretive Exhibitry		2,000,000
b. Building		4,300,000
c. Site Development		500,000
d. Furnishings (Telephone/Computer/Furniture)		250,000
e. Forest Service Support (Contract Administration, Marketing)		340,000
Total	$<300,000>	**$9,445,500**

WEDNESDAY, MARCH 7, 1990.

FISH AND WILDLIFE SERVICE

WITNESS

JOHN GLEBER, THE SOCIETY FOR ANIMAL PROTECTIVE LEGISLATION

Mr. DICKS. All right. The Society for Animal Protective Legislation, John Gleber?

We appreciate it. We'll put your statement in the record, and you have five minutes to summarize.

Mr. GLEBER. Thank you very much. I'm here because my boss, Christine Stevens, who ordinarily testifies, couldn't be here. I'm sorry that she couldn't be. The reason she's not here is because she's in New York where her daughter's being given a medal for her work with historic buildings and historic landmarkings.

Mr. DICKS. Good.

Mr. GLEBER. So, this whole afternoon would be very interesting to her.

Mr. DICKS. Sure.

Mr. GLEBER. I also want to say that I'm from Missouri and we're very fond of Lewis and Clark, too.

Mr. DICKS. Good.

Mr. GLEBER. On behalf of the Society, I want to urge that the Administration's budget for the Fish and Wildlife Service for its enforcement programs be increased. I know "increase" is not a fashionable word, but we very strongly urge the appropriation of a further $4.3 million to provide adequate operating funds for the special agent force, and an additional $200,000 to support its new law enforcement helicopter. It has a helicopter which is, for all intents and purposes, grounded.

I think it's very important to realize the tremendous coverage for which the law enforcement agents of the Fish and Wildlife Service are responsible. They cover such things as the migratory bird treaty, the Lacey Act, the Endangered Species Act, the Marine Mammal Protection Act, the Bald and Golden Eagle Protection Act, the Airborne Hunting Act, the Elephant Conservation Act. All these are their direct responsibility. In addition to this, they are responsible to enforce the provisions of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, which is, as you know, the most important international treaty for the conservation of wildlife and plants in our history.

They have really extraordinarily varied and complex enforcement activities. They can use aerial reconnaissance to detect areas that are illegally baited for migratory wildfowl hunting and then actually go to catch the violators in the act, and then they can follow the illegal wildlife shipments. They cover a tremendous amount of activity and they cover a tremendous amount of ground.

All sorts of blatant violations are taking place, and it's the responsibility of these overworked, very heavily overworked agents to take care of this.

Congress has mandated all these laws, and it's important that the funding be provided to carry out the intent. The Service simply doesn't have sufficient operating funds. Since the 1970s, the law enforcement workload of the Service has increased geometrically without a corresponding increase in its budget.

There have been new stories that appeared in various media talking about the lack of funds and how circumscribe they are and their activity is, by the fact that they simply do not have the kind of funding they need. There was even a story that told about agents sleeping in the back of their pickup trucks because they couldn't afford to put them in motels.

As the Service continues to work, it is almost mandatory that they get more money. The way it's being handled now, a lot of the agents are, for all intents and purposes, actually desk-bound.

I won't take up any more time, but I will say that every few years a national group called Monitor USA honors Government employees who have served their country through some brave, meritorious action on behalf of endangered species. A great many Fish and Wildlife agents have received this coveted award, these brave men and women—and I use the word "brave" in the strongest possible sense.

When we did a cover story for them in our magazine, we had to black out their faces in the photographs so they couldn't be identified. But these men deserve the kind of adequate budget which will enable them to carry out their duties efficiently and with total dignity—no more sleeping in the back of trucks.

Mr. DICKS. Okay. Well, that's a very strong message. I also read your statement about the African elephant, which is also an important issue.

Mr. GLEBER. That's a very important issue because the slaughter is continuing again now. It's just absolutely vital that we do something to keep the flow of ivory stopped from coming into this country.

Mr. DICKS. Okay, thank you very much.

Mr. GLEBER. Thank you.

[The prepared statement of Ms. Christine Stevens as presented by Mr. John Gleber follows:]

SOCIETY FOR ANIMAL PROTECTIVE LEGISLATION
P. O. Box 3719
Georgetown Station
Washington, D.C. 20007

(202) 337-2334

Testimony in Support of an Increase of $4.5 million
for the Law Enforcement Division of the Fish & Wildlife Service

Before the Interior and Related Agencies Subcommittee
of the Committee on Appropriations
United States House of Representatives

by Christine Stevens, Secretary
March 7, 1990

On behalf of the Society for Animal Protective Legislation, I urge this distinguished Subcommittee to pass the Administration's budget for the Fish & Wildlife Service for its enforcement programs. In addition, I strongly urge the appropriation of a further $4.3 million to provide adequate operating funds for the Service's Special Agent force and an additional $200,000 to support its new law enforcement helicopter.

The Division of Law Enforcement of the U.S. Fish & Wildlife Service is responsible for the implementation of a great many of the laws and regulations enacted by Congress for the conservation and protection of fish, wildlife and plants. Such important, not to say landmark, statutes as the Migratory Bird Treaty, the Lacey Act, the Endangered Species Act, the Marine Mammal Protection Act, the Bald and Golden Eagle Protection Act, the Airborne Hunting Act and the Elephant Conservation Act all fall under their purview. Moreover, under the authority of the Endangered Species Act, the Service must enforce the provisions of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, the most far-reaching international treaty for the conservation of wildlife and plants in history.

To fulfill its responsibilities, Fish & Wildlife performs some of the most varied and complex enforcement activities of any federal or state agency. Its Special Agents use aerial reconnaissance to detect areas that are illegally baited for migratory wildfowl hunting, then use airboats, pirogues or other forms of watercraft to actually catch violators in the very act. These same Special Agents also conduct sophisticated surveillance, following illegal wildlife shipments from the point of illegal taking or sale to the point of delivery, often thousands of miles away.

Blatant and numerous violations of the migratory bird hunting regulations are now commonplace. This illegal taking adds to the tremendous pressure on waterfowl from drought and dredging. The Sevice is uncovering an alarming number of violations of the

Lacey Act. Big game hunters led by unscrupulous guides are killing protected animals. There are major problems with illegal importation of parrots, reptile skins, oriental medicine derived from endangered species, together with other expensive products from wildlife protected by CITES. There is continuing illegal commercialization of eagles and other migratory, protected birds to support the trade in Indian artifacts.

A most serious and heartbreaking problem is the current perilous state of the African elephant. Placed on the Endangered List at the last meeting of CITES, this hard-won protection has been negated by the action of Great Britain. Prime Minister Thatcher, bowing to the millionaire ivory dealers in Hong Kong, took a six-month reservation to the listing. Elephant poachers took a new lease on life, and reports indicate a frenzied new wave of elephant slaughter. Under the Elephant Conservation Act, the Fish & Wildlife Service is responsible for close examination of ivory, raw and carved, entering the United States. Within the current funding, this important law cannot be strictly enforced. This is a crucial situation. The African elephant must be preserved and the United States government cannot allow lack of funds to further imperil the magnificent beasts.

Congress has mandated these laws and must provide the funding to carry out their intent. The Service simply does not have sufficient operating funds. Since the 1970's, the law enforcement workload of the Service has increased geometrically without a corresponding increase in its budget.

I would like to submit an article from this Sunday's Times Picayune which tells how poachers in Louisiana will have a free hand to break U.S. law simply because the Fish & Wildlife Service has run out of enforcement funds. James Bartee, Senior Resident Agent, states, "It took us most of this century to establish that credibility, but we'll lose it in a hurry when we tell people we're can't help because we're broke." Bob Mandell, the Times-Picayune Outdoors Editor, comments, "Hard to believe, but true."

Recent news articles attest that Fish & Wildlife Agents are "deskbound for the remainder of the fiscal year" because of budgetary shortfalls. In November, 1989, only two months into the fiscal year, an article described Agents having to choose between gasoline for their boats and waders. It sounds like a joke, but isn't. Regional Director Jim Gritman of Minnesota tells of Agents "sleeping in the backs of their pickups because we couldn't afford to put them in motels".

As part of the FY 1989 Appropriations Bill, Congress encouraged the Service to provide funds to augment private donations for the purchase of a helicopter for migratory bird protection enforcement. The service contributed almost $400,000 towards the purchase in response to the Congressional request. In addition to my plea for the $4.5 million for law enforcement activities, I ask for $200.000 to operate this helicopter in FY 1991.

Every few years, Monitor USA honors government employees who have served their country through some brave, meritorious action on behalf of endangered species. Many Fish & Wildlife Agents have received this coveted award. Such brave men and women deserve an adequate budget which will enable them to carry out their duties efficiently and with dignity.

Federal service agency too broke to fight

Fish, wildlife resources left unprotected to poachers

Bob Marshall
Outdoors editor

If you happen to see a poacher slaughtering ducks, geese or any other wildlife protected by the federal government, don't call the U.S. Fish and Wildlife Service.

They won't be able to respond. Not for seven months, anyway.

"We're desk-bound for the remainder of the fiscal year, that means through September," said James Bartee, senior resident agent of the USFWS enforcement division in Louisiana.

"We're 33 percent through our year, but we've already spent 78 percent of our budget. Basically, all we can do now is answer the phone and follow cases in court."

Your first reactions to that statement are probably disbelief and scorn. Disbelief that the federal government could actually run out of money. Scorn because any outfit that uses 78 percent of its budget in such a short time must be woefully mismanaged.

But a closer look reveals more. It reveals an agency increasingly unable to meet its enormous agenda due to lack of financing; an agency that is beginning to suffer a severe morale problem; and an agency that may be punishing the southeast, and Louisiana in particular, in a classic case of bureaucratic payback.

A Busted budget

Louisiana's contingent of federal game wardens are not the only members of the service feeling a pinch. Like most federal resource agencies, the service suffered a steadily eroding budget through the 1980s.

This should be of no surprise to sportsmen. Ronald Reagan never placed a high priority on wildlife programs. And George Bush, who plays at being a sportsman, has the handy excuse of a $3 trillion debt.

Reagan and Bush have told America's sportsmen, "If you want it, pay for it." Sportsmen have responded, voting taxes on themselves. Yet almost every year, the Reagan-Bush administrations has made moves on those taxes. And no one can remember the last time the Land and Water Conservation Fund was spent entirely on land and water.

Enforcement last

No segment of the agency has been touched more by cutbacks than enforcement — because enforcement gets the smallest slice of the service's pie.

According to federal studies, the service spends about 5 percent of its budget on enforcement. By comparison, most state agencies spend almost 35 percent.

Agents in the southeast region have a yearly expense allowance of $7,000 to do their jobs. That includes "everything from buying office supplies, to gas for their vehicles, purchasing equipment, repairing it, meals on the road, hotels — you name it. It's all got to come out of the $7,000."

Sources in the agency said morale within the enforcement ranks is reaching an all-time low. Agents who were given green lights to pursue cases from grizzly poachers to waterfowl baiters just three years ago, are now being told there isn't enough gas for cars.

Nowhere is that problem more critical than in the southeast region. The region's budget has not been increased in two years, and top service officials said there was no increase requested for next fiscal year. This seems odd for the region of the nation that winters more waterfowl than any other — and has the history of the most aggressive poaching.

Getting even

Agency sources indicate the reason is tied to bureaucratic pollitics — and payback. The region's problem began when agents in Louisiana started using a high media profile to draw attention to a problem that had been swept under the rug for years: gross waterfowling violations, particularly in Louisiana and Texas.

Those efforts resulted in a series of stories critical of the agency, including the highly acclaimed work by The St. Paul (Minn.) Pioneer Press. Coming at a time when waterfowl populations were being ravaged by drought, the stories enraged sportsmen nationwide.

Pressure was applied in Washington to increase waterfowl patrols, and a drive was launched by the St. Paul paper and the Izaak Walton League to purchase a badly needed helicopter for southern federal agents.

Ultimately, the cost of the $600,000 machine was split by the service, a move agency administrators felt they were pushed into granting.

"Now it's payback time for the southeast," one source said. "These people have been told point blank that the money they're asking for now is in the helicopter."

The helicopter is here, but since the waterfowl season ended, it hasn't been used by federal game wardens. Bartee said he doesn't have the $346-per-hour needed to fly the thing.

Bartee's staff is broke because they placed a high priority on waterfowl. To pursue Louisiana's active poaching fraternity, most of his agents quickly ran through most of their $7,800 stipends.

"People might say we need to manage it better, but working waterfowl cases isn't cheap — and it's still our No. 1 priority here," said Bartee, noting that 563 waterfowl cases were worked by his staff of 10 agents. "We know that's the No. 1 concern in this area, and until someone tells us it isn't, we'll pursue it with everything we have — including helicopters."

Now they fly desks.

In a few weeks, when complaints start coming in about poachers slaughtering herons and robins and pelicans, Bartee's agents will simply take names and numbers — and see if the state can handle the job. Virginia Van Sickle, secretary of the Department of Wildlife and Fisheries, said her troops will do everything they can — but that agency already is facing a $3 million shortfall.

"The real damage this will do is the loss of credibility with the public," Bartee admitted. "That's the bottom line; that's the priceless intangible we'll be losing.

"It took us most of this century to establish that credibility, but we'll lose it in a hurry when we tell people we can't help — because we're broke."

Hard to believe.

But true.

WEDNESDAY, MARCH 7, 1990.

BUREAU OF LAND MANAGEMENT

WITNESS

JAMES O'CONNOR, SECRETARY-TREASURER, THE PUBLIC LANDS FOUNDATION

Mr. DICKS. Public Lands Foundation, James O'Connor?

Mr. O'Connor, it's nice to have you here. We'll put your complete statement in the record. You may begin.

Mr. O'CONNOR. Okay. I'm James O'Connor. I'm the secretary-treasurer of the Public Lands Foundation. The foundation represents retired Bureau of Land Management employees who are dedicated to fostering a better public understanding for America's public lands and for the natural resource programs administered by BLM, and who have a deeply felt concern for management of these lands.

We commend this subcommittee's distinguished record in support of sound professional management and protection of our Nation's public lands. While progress is being made in providing the needed dollars, it must be kept in mind that BLM programs are people-intensive; thus, requiring the authority for increases in personnel, full-time equivalents, to accompany increases in funding.

We are pleased to see the increased emphasis on recreation and wildlife. BLM's programs have been out of balance for many years because these programs have been poorly funded in the past.

The budget begins to restore the balance needed in BLM's field office programs. Simply reducing the funding of the program does not make the need for that program disappear at the district level. Such reductions simply create an imbalance, making the job of land management more difficult and more inefficient.

Overall, the Foundation supports BLM's budget request. There are, however, several program areas which we believe remain underfunded or need adjustment.

In recreation, cultural, and wilderness resource management, it is very encouraging to see this budget recognizing the importance of the BLM Recreation 2000 Strategic Plan and in approaching the program funding identified therein. Too often, an important study such as this is quickly forgotten with changes in agency and department leadership.

The growing public recognition of the importance of these public lands for the recreation and scientific values necessitates increased program levels to keep pace.

Again, the implementation of the Archeological Resources Protection Act identifies many new cultural resource areas, which in turn require greater efforts for cultural awareness education and protection from looting. Funding in this case has not kept pace with the implementation of ARPA.

The Interior Department and BLM continue to be the focus of concern and a national argument over the ecological condition of the range resource. The Foundation, as well as many others in this hearing room today, has supported the need for allotment monitoring over the past eight years as a means to collect supportable data to make needed adjustments in livestock use.

The rent is now due. It is time that we see the results of our patience. Mr. Chairman, we must hold the Bureau's feet to the fire and demand accountability for this promised action next year at this time.

Land and realty management—this program, among other items, can accomplish land adjustments needed to facilitate other resource program needs, such as those identified by the new emphasis on Recreation and Wildlife 2000 plans. We are very pleased that the Department has finally recognized BLM needs for a share of the land and water conservation funding. We have pushed for this recognition in our 1990 budget testimony. The importance here is that the ability to acquire needed land through exchanges rather than only through fee acquisition increases the effectiveness of BLM's program, and it is unique in the Department in this respect.

We are pleased with the new BLM Director's increased emphasis on the Bureau's wildlife programs. This change in emphasis here in the recreation program approaches the balancing between programs at the field office level. The recommended increases begin to bring this program into balance, but do not attain what is needed after several years of low program levels.

The Foundation supports the need for increased maintenance of recreational facilities on the Oregon and California lands. We are concerned, however, that the O&C program does not give proper balance to the nontimber resources involved. We believe the Bureau's existing O&C policy continues to be too heavily weighted in favor of a single use; i.e., timber production.

The current spotted owl issue is but one example with many more to come. We suggest this committee request BLM to review the program to bring it in line with the realities of the 1990s and to get ahead of the public demand for a multiple-use and balanced program. The Foundation is currently making such an analysis.

Mr. DICKS. We're down to your last minute here.

Mr. O'CONNOR. Okay. We're pleased that the administration is supporting that the 1872 mining law needs updating. We support the proposal to replace appropriated funds by establishing the annual claim-holding fee.

We hope these comments on this budget will be of value for you. We thank you for your time.

Mr. DICKS. We appreciate that. I particularly appreciate what you've said about the O&C lands. I think that's something we need to take into account. We'll be following that very closely.

Mr. O'CONNOR. Thank you.

[The prepared statement of Mr. James O'Connor follows:]

STATEMENT BY JAMES O'CONNOR, THE PUBLIC LANDS FOUNDATION ON THE FISCAL YEAR 1991 BUDGET FOR THE BUREAU OF LAND MANAGEMENT USDI, BEFORE THE HOUSE COMMITTEE ON APPROPRIATIONS SUBCOMMITTEE OF THE INTERIOR AND RELATED AFFAIRS AGENCIES, U.S. HOUSE OF REPRESENTATIVES, MARCH 7, 1990

Mr. Chairman, I am James O'Connor, Secretary-Treasurer of the Public Lands Foundation. The Foundation represents the retired Bureau of Land Management (BLM) employees who are dedicated to fostering a better public understanding of America's public lands and the natural resource programs administered by BLM and who have a deeply felt concern for the proper management of these lands.

Mr. Chairman and Members of the Subcommittee, thank you for this opportunity to present testimony on the FY 1991 budget for the BLM. On behalf of the Public Lands Foundation members located in 27 states and the District of Columbia, we commend you, Mr. Chairman, for your leadership role in this Subcommittee's distinguished record in support of sound professional management and protection of our Nation's public lands.

The concept and promises of FLPMA was great; finally Congress put to bed the old question of the final disposition of the "public domain" by the policy declaration in FLPMA that "...the public lands be retained in Federal ownership"---and "they be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, and archeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition; that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use"...However, after fourteen years these promises are still unfulfilled. It is not too late, however, and the budget before us today begins to restore the balance needed between commodity and non-commodity values.

While progress is being made in providing the needed dollars, it must be kept in mind that BLM programs are people-intensive requiring the authority for increases in personnel (FTEs) ceiling to accompany increases in funding.

We are pleased to see the increased emphasis on Recreation and Wildlife. The BLM's programs have been out of balance for many years because these programs have been so poorly funded in the past. This budget begins to restore the balance needed in BLM field office's programs. It is, after all, at the District Offices that all these programs come together and there must be a balance in program efforts. Simply reducing the funding of a program does not make the need for that program disappear on the ground at the District level. Reductions in funding, for example for the Endangered Species program does not eliminate the requirement to provide protection for listed species. Such a reduction simply creates an inbalance making the job of land management more difficult and often inefficient.

Overall the Foundation supports the BLM budget request. There are, however, several program areas which we believe remain underfunded or need adjustment. BLM has the broad and difficult mission of managing vast acreages of public land. Given the broad array of diverse and sometimes competing uses for these lands, it is critical that the agency be provided the resources needed to ensure that these uses can be accommodated without causing deterioration of the resource base. Mr. Chairman, to fulfill the resource management mandates of FLPMA, we recommend support for increases over the budget for the following program areas:

1- Increase of $5 M and 70 FTE for recreation resource management to implement Recreation 2000.
2- Increase of $2 M and 25 FTE for Cultural resources management and protection.
3- Increase of $4 M and 69 FTE for management and protection of new wilderness areas.
4- Increase of $6 M and 145 FTE for Fish and Wildlife and Special Status Species under the Wildlife 2000 strategic plan.
5- Increase of $4 M and 66 FTE for Range Management monitoring of I and M Allotments.
6- Increase of $3 M and 50 FTE for land exchanges in the Realty Program.
7- Increase of 30 FTE to go with the budgeted increases of $11.7 M in the L&WC Fund.
8- Increase of $30 M and 157 FTE for O&C Forestry management and rehabilitation as a result of anticipated increases in timber harvest from existing timber sale contracts.
9- Increase of $2 M to bring Resource Planning back on schedule.
10- Increase of $1 M and 10 FTE in the Public Domain Forest Management program to maintain proper program balance at District Offices.

Recreation - Cultural and Wilderness Resource Management

It is very encouraging to see this budget recognizing the importance of the BLM Recreation 2000 Strategic Plan and in approaching the program funding identified there in. Too often an important study such as this is quickly forgotten with changes in Agency and Department leadership. The growing public recognition of the importance of these public lands for their recreation and scientific values necessitates increased program levels to keep pace. Again, not funding this program does not stop people from using the lands, and changes in a program such as the potential 124 new wilderness areas contained in legislation now pending for the States of Arizona, California and New Mexico will require advanced funding so that District professionals can be on the ground to protect and manage these new areas the critical first year. Again, implementation of the Archaeolgical Resources Protection Act (ARPA) identifies many new cultural resource areas which in turn requires greater efforts for culture awareness education and protection from looting. Funding in this case has not kept pace with the implementation of ARPA.

Range Management

The Interior Department and BLM continue to be the focus of concern and a national argument over the ecological condition of the range resource. The 1989 report "Our Ailing Public Rangeland" by the National Resources Defense Council and the National Wildlife Federation is only the most recent example. The Foundation as well as many others in this hearing room today, has supported the need for allotment monitoring over the past eight years as the means to collect supportable data to make needed adjustments in livestock use. The rent is now due½ It is time that we see the results of our patience. The 1991 recomended increases will permit BLM to complete this monitoring, analyze the information and make decisions on 100% of the important allotments. Mr. Chairman, we must "hold the Bureau's feet to the fire" and demand accountability for this promised action next year at this time.

Land & Realty Management

This program can, among other items, accomplish land adjustments needed to facilitate other resource program needs such as those identified by the new emphasis on Recreation and Wildlife 2000 plans. We are very pleased that the Department has finally recognized BLM needs for a share of the L&WCF. We pushed for this recognition in our 1990 budget testimony. The important point here is that the ability to acquire needed land through exchanges rather than only through fee acquisition increases the effectiveness of BLM's program and is unique in the Department in this respect. There are other realty program needs which we will comment on later in this statement.

Fish and Wildlife Management

Yes, we are pleased with the new BLM Director's increased emphasis on the Bureau's wildlife programs. This change in emphasis here and in the Recreation program approaches the balance needed between programs at the field office level. A good example of this balance is demonstrated by the need for biologists being on the job to design timber and forage harvesting methods which can not only lessen negative impacts but can improve the wildlife habitat. The recommended increases begin to bring this program into balance but do not attain what is needed after several years of low program levels.

Forest Management

The Foundation supports the need for increased maintenance of Recreational facilities on the O&C lands. We are concerned, however, that the O&C program does not give proper balance to the non-timber resources involved. We believe the Bureau's existing O&C policy continues to be too heavily weighed in favor of a single use, i.e, timber production. The current spotted owl issue is but one example with many more to come. We suggest this Committee request BLM to review the program to bring it in line with the realities of the 1990's and to get ahead of the public demand for a multiple use and balanced program. The Foundation is currently making such an analysis.

Energy & Minerals Resources

The Foundation is pleased with the recognition here on the part of the Administration that the 1872 mining law needs updating. We also support the budget proposal to replace appropriated funds to support the program by establishing an annual claim holding fee to replace the long-outdated $100 annual assessment work requirement. Meeting the 1872 standard today would amount to one man with a garden shovel for two hours. In many areas such as in Colorado and Wyoming the assessment work requirement results in unthoughtful and destructive bulldozer work simply to satisfy the requirement rather than for development of the minerals. These new holding fee requirements should definitely be considered along with other ideas to update the 1872 law. In addition, we believe this requirement will serve the public in eliminating a good number of now existing nuisance mining claims. There are approximately 1.2 million claims and this new requirement would, according to BLM, eliminate some 300,000 nuisance claims. We believe this is a conservative assessment.

Information & Resource Data Management

We have previously expressed our concern on the size of this program. We recognize the importance and need for modern computerized data to facilitate public land management. The 1991 budget requests a base of $47.3 M. The committee must be aware that this is not all of the expenditures for data management. This $47.3 M is direct cost only. In addition, all program activities such as Recreation and Wildlife are called upon to provide additional and supplementary funding. An anaylsis of the a total expenditure could reveal the fact that the "tail is in fact, wagging the dog." We suggest the Subcommittee might request the Bureau to provide a total cost analysis of its ADP program.

Resource Planning

We know this Subcommittee is concerned that BLM meet the 1997 target for completion of all Resource Management Plans (RMPs). The proposed budget increase only brings the program funding level back to the FY 1988 (2 years ago) level. The current FY 1990 budget only permits 3 new RMPs being started. To get the program back on track and to produce good quality plans will require a $2 M increase to meet the 1997 completion date. It is our feeling BLM itself is comfortable with this 1997 objective but needs the funding. The Subcommittee must be aware however, that new requirements can impact this schedule. For example, should the National Wildlife Federation be successful in its legal efforts to change BLM's Withdrawal Review program or if the advent of new Military Withdrawals materialize then the 1997 schedule is blown.

Unfinished Agenda

Mr. Chairman, while we support in general this 1991 budget request, we are dissappointed in that it does not address several very important programs that require changes or initiation in the public interest. We have commented previously on the following such areas and will continue to press for these improvements in BLM's programs:

a. BLM lands need a name--FLPMA provides policy and defines "public lands" to mean lands managed by the BLM. However, the term public lands is so broad that it is confused with city lands, state parks, state lands, county lands and all other public lands. The land which will be managed on a long-term basis by BLM needs a designation which is easy to pronounce, depict on maps, and conveys a sense of permanency. It seems logical to use the term "National" since it well defines other existing system such as National Forest and National Wildlife Refuges. Names have been suggested in the past. But Congressional statutory designation has never been completed and the suggested names faded from use. Names that have been suggested are for example: National Resource Lands, National Multiple-Use Lands or National Public Lands. We believe this is the time to finally give these lands the national stature they deserve. We like the term National Resource Lands.

b. The Mining Law of 1872--We realize the need to update this old land law will involve legislation. We welcome the recognition of the Administation for the need to update this law by their support for a mining claim holding fee but the need to modernize the entire law remains as a priority. The Foundation would support an effort by Congress to do this.

c. Land Pattern Adjustment--The need to reposition the land ownership pattern grows daily and is elementary to meeting FLPMA mandates. Due to the nature of settlement and other public land disposals and reserves over the past two hundred years, the land under BLM stewardship are more an accident of history than an orderly system of land tenure. We believe it is time for the Bureau to become pro-active in exchanging land and in selling isolated tracts all in an effort to improve the ownership patterns and suggest that this committee could be instrumental in directing this type of program initiative. We believe FLPMA is adequate to handle such a program

d. Wild Horses and Burro Program--We have commented on the need for a major change in this program before. The 1971 Act has been instrumental in protecting these animals. A program of capture and the private placement of excess animals has been effective but is not a permanent or long-term solution. It is our opinion that it is time to focus the program on the establishment of wild and free roaming herd areas to bring a close to the controversy and to foster public support in the future. The recent Interior Board of land Appeals decision to require BLM to justify the capture of these animals based upon resource damage has brought the program to a new crossroads and has effectively stopped BLM gathering efforts.

e. Access to Public Lands--Access to public lands continues to be a critical issue in the Western States and this budget neither recognizes the importance of the issue nor provides any meaningful funding. In many areas access is either nonexistent or limited and the longer this need goes unrecognized the more difficult and expensive it becomes to solve. Local land owners, and in the public land areas these are predominantly livestock permitees, hold the key to access to the adjoining public land. Today many foreigners are purchasing western ranches because among other reasons, they recognize the strategic location of the private ranch lands in controlling access to a much larger public land acreages. BLM efforts to emphasize recreational values will only intensify the need to provide the legal access to the public lands and yet this budget doesn't mention this need. Again, Mr. Chairman, your Subcommittee could be the catalysts to bring the needs for access to the fore.

Mr. Chairman, we hope these brief comments on the 1991 Budget request and ideas for change will be of value to you.

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESS

JIM BLOMQUIST, WASHINGTON DIRECTOR, PUBLIC LANDS PROGRAM SIERRA CLUB

Mr. DICKS. Okay, the Sierra Club, Jim Blomquist?

Jim, we're glad to have you here. Sorry it's been so late.

Mr. BLOMQUIST. I haven't been here as long as you have been.

Mr. DICKS. I know, but we're still interested to hear your statement.

Mr. BLOMQUIST. Thank you.

I will obviously summarize the points.

Mr. DICKS. Sure. We'll put it all in the record.

Mr. BLOMQUIST. Thank you.

Mr. DICKS. We appreciate the fact that you are summarizing.

Mr. BLOMQUIST. I would like to say that we hope that the committee will continue to protect the ancient forests in the future; that we think that while many would argue about precisely what Section 318 would do, we saw it as a step, progress in the right direction. We hope you continue that.

There's been a lot of debate about what the levels of timber cutting should be in the Pacific Northwest. We've done some of our own research and have some recommendations which we made to you. I distributed with the testimony a study that we recently put out for Washington-Oregon. We have similar materials for California.

What we're starting to come upon is the idea that there needs to be, at least in the next few years, a range of figures, in which we believe that the cut level is sustainable within that range. That, for the Pacific Northwest—Washington or Oregon—will be somewhere between 2 and 2.9 billion board feet; in California, somewhere between—just a little less than a billion and a little bit more than 1.2 billion.

That's not to say that if the cut were immediately brought down to 2.9, that everything is fine and dandy. It is only to give us an idea of the magnitude of the reduction that needs to be. We don't know whether it should be 2.9 precisely or 2.0 precisely. I think, as we get closer to it——

Mr. DICKS. Well, you've given yourself some wiggle room here.

Mr. BLOMQUIST. Well, we want to indicate, I think——

Mr. DICKS. Some flexibility.

Mr. BLOMQUIST [continuing]. That it is also a place where we expect more research before we come with final information.

Mr. DICKS. That's fair.

Mr. BLOMQUIST. The next point I think is that last year in Section 318 we tried the approach of minimizing fragmentation of old growth stands. Problems have really arisen in that implementation. I just got recently a clipping from a Eugene, Oregon paper about some of the problems that have arisen.

What we're recommending this year is that the committee look at interim protection for specific areas. We would hope that the specific areas could be mapped and that protection would be given to them. No timber harvest would be allowed within them. That would really preserve these areas until whatever final decision was made.

Right now, we're finding places, for example in BLMS or Forest Service lands in Oregon, where very large blocks, 4,000-acre blocks of old growth forests are still being entered. That's far above the numbers we had discussed last year. Many people talked about 500-acre sizes. We're still having cutting in very, very large blocks, places that we could identify and put off limits. We had hoped that the committee would do that this year.

We are also requesting that for California that we add some wildlife biologists to some of the Northern California forests. I give a list of the different forests that we think a biologist could be useful in to help study the dependent wildlife communities, the old growth dependent wildlife communities in those areas.

Adding to the number of people that suggest that there's some place where we can save some money in this budget, we, of course, have been recommending that the Forest Service forest road program be cut, and we're recommending that again this year. We recommend $100 million cut. It just seems to us this program still isn't under control. Mr. Chairman, Mr. Dicks, or whoever, you've done a great job of trying to get this program under control, but it just still isn't working.

In fiscal year 1989, the Forest Service reports that they have a carryover of $16 million. Still, we are not—we are overfunding. Seventy-one percent of the roads we're funding in the forest road program are timber roads, which would lead us to believe. Why aren't these timber roads being funded through timber programs? Why are they taxpayer-funded roads? Couldn't these be purchaser credit roads as well?

Then the last point I'd like to raise today—I know I have a short amount of time—is that we hope that the committee continues its efforts to protect and to study the northern forestlands in New Hampshire, Vermont, Maine, and New York. The release of the study in October of last year was a good step forward. We think that another year——

Mr. DICKS. What's wrong with Massachusetts? How come they're not involved?

[Laughter.]

Mr. ATKINS. We'd like to be, Mr. Chairman.

Mr. DICKS. Well, we can take care of that.

Mr. BLOMQUIST. I defer to the Member.

Mr. ATKINS. They tell us we're not far enough north, but if you'd like to include us, we'd be delighted.

Mr. DICKS. Well, we could maybe work that in.

Mr. ATKINS. We'd be particularly delighted with any money, in your wisdom, you might put into the program.

Mr. DICKS. Yes, I think we'll have to look at that very carefully.

Mr. BLOMQUIST. We'll support that as well. We just were building on the program that is already in existence.

We think that there is some work to be done at mapping the lands and trying to figure out which of the lands are most important for acquisition, which are important for protecting the forest.

We also recommend the creation of an emergency or a Federal contingency fund of up to $25 million, so that lands could be acquired where opportunities exist.

That's the end of the high points of the testimony. You have it in front of you for more of the detail.

Mr. DICKS. We appreciate your statement. We will look forward to working with you, as we did last year, to try to deal with some of these issues. It's going to be an interesting year.

Mr. BLOMQUIST. Right. I hope we can continue it, and continue the progress. It will be difficult, but we will persevere. Thank you.

Mr. DICKS. We will do our best. Thank you, Jim.

[The prepared statement of Mr. Jim Blomquist follows:]

SIERRA CLUB
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TESTIMONY OF
JIM BLOMQUIST
WASHINGTON DIRECTOR PUBLIC LANDS PROGRAM
OF THE
SIERRA CLUB
BEFORE THE
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES APPROPRIATIONS
CONCERNING
APPROPRIATIONS FOR FISCAL YEAR 1991
MARCH 7, 1990
WASHINGTON, D.C.

Chairman Yates and Members of the Subcommittee:

The Sierra Club is a non-profit citizen conservation organization founded in 1892. We currently have approximately 540,000 members nationwide. This Subcommittee has played a crucial role in many of the environmental gains in recent years and we look forward working with you as you fashion legislation for the Fiscal Year 1991.

The Sierra Club's Interior Appropriations priorities for this next year are as follows:

1. Continue to make substantial progress towards long-term protection of the ancient forest ecosystems of the Pacific Northwest and California. Much work on this nationally important issue still needs to be done within the Subcommittee's areas of jurisdiction.

The timber cutting levels within Region 6 and Region 5 need further incremental reduction in FY 1991. While we have not been able to determine precisely what level of cutting is compatible with sustained yield and the needs to adequately protect the vanishing oldgrowth forests and their dependent natural communities, we have determined a range within which such a level is likely to be located. That range is between 2.0 and 2.9 BBF for Region 6 and 0.99 and 1.22 BBF for Region 5. We believe, that for Region 5, fire and insect salvage sales should not be a reason to allow forests to exceed the above listed levels of cutting.

While the authorizing committees consider what steps should be taken to permanently insure that an ecologically significant portion of this ecosystem remain permanently protected, we advocate the Subcommittee provide interim protection from timber cutting for the significant stands of oldgrowth and related mature forest. Such protection should be granted to specific areas of the forest located on a map. The protection provided by Section 318 of last year's bill has proven difficult to administer as question have arisen concerning the definition of ecologically significant oldgrowth. In addition, the dual responsibility to minimize fragmentation and produce a given level of timber sales from the same forest areas has been difficult accomplish. Without such specific interim protection we may find that the decision on ancient forest

"When we try to pick out anything by itself, we find it hitched to everything else in the universe." *John Muir*
National Headquarters: 730 Polk Street, San Francisco, California 94109 (415) 776-2211

protection will be made by default, not design, as the most important areas are fragmented long before Congress can affirmatively act on their protection.

Increase funding for state and private forestry activities within California, Washington and Oregon so that alternative sources of timber for local mills can be more effectively located and private forest landowner can be encouraged to use better forest practices.

We request an additional wildlife biologist be assigned to the following national forests in California to accelerate the study of the ancient forest dependent biological community located in that state: Eldorado, Klamath, Lassen, Mendocino, Modoc, Plumas, Sequoia, Six Rivers, Shasta-Trinity and Sierra.

Continue the prohibition on the export of raw logs off federal lands west of the 100th meridian. Further close loopholes in this provision that allow for third party substitutions.

[We have attached a copy of our proposal to protect the ancient forest of Washington and Oregon to this testimony. We invite the Members of this Subcommittee to consider our plan as you are developing your legislation.]

2. Further reduce the funding of the Forest Service's Forest Road Program and insure that it is planned with full public involvement and is well managed.

Despite the continued oversight of this Subcommittee concerning the Forest Service's Forest Road Program, we believe that the program is still poorly designed and managed. The agency continues to build roads at a rapid rate, although in the last two years at a rate less than requested. As evidenced by the steady carryover of funds from year to year, $16.2 million for FY 1989, they are over-funded. We recommend a cut of $100,362,000 eliminating the program for FY 1991 without impairing the construction of 85.4% of the roads the agency has said they need for their FY 1991 program.

For FY 1991 71% of the FRP roads are for timber access. We believe that costs of such timber roads should be borne by timber purchasers not the taxpayer. Many of these taxpayer constructed timber roads are within deficit timber sale forests and thus contribute to the subsidy of this often environmentally damaging logging. As the Subcommittee moves to reduce the extent of deficit sales it should also reduce the expenditures on the taxpayer funded timber roads included in the Forest Road Program.

3. Increase the funding of land acquisition under the Land and Water Conservation Fund.

We recommend the Subcommittee significant increase the funding of land acquisition through the Land and Water Conservation Fund. The Sierra Club supports the Conservation Alternative for Fiscal Year 1991 which request $999 million for such activities. Each year we see worthwhile projects unable to be funded, we request an increase so that the American public is not denied the benefits that these opportunities provide.

4. Continue efforts to protect and study Northern Forest Lands in the states of New Hampshire, Maine, New York and Vermont. The release of the draft Northern Forest Lands Study report last October was an important step toward

ensuring the long-term protection of the remaining undeveloped woodlands in the region. Much work remains to be done in areas of the Subcommittee's jurisdiction.

We recommend an extension of the Northern Forest Lands Study for one year. State participation in the next phase should represent a broader range of interests and expertise than did the first phase. We believe a comprehensive mapping and research project to fully identify and assess the most important natural and open space resources in the region should be coordinated by the NFLS in conjunction with other federal and state agencies and the interested non-governmental organizations. The study should also address the biological health of the forest, recommendations to protect biological diversity on the forests and the likely impacts of current management practices.

We also recommend the establishment of an up to $25 million federal contingency fund for emergency land acquisition within the Study area. It would allow the states and federal agencies to acquire lands of overriding public importance that are threatened with inappropriate changes in ownership, management or use.

5. Resist the efforts by some Members of Congress to restrain the judicial branch's abilities to review compliance with federal environmental statutes and seek appropriate judicial remedies.

It seems to be all too commonplace for Members of Congress to seek restrictions on the Courts ability to adequately enforce environmental law. We must strenuously object to such efforts. Section 312 of last year's bill is a clear example of such a restriction. If objections are to be made to the way in which the Courts enforce the laws that Congress has written, we believe that is appropriate for the objection to be made in a filing to the court requesting a change in the ruling or through the careful amendment of the statute by the Committees of jurisdiction so that in the future, rulings will better reflect legislative intent.

We certainly believe that it is appropriate for the Congress to use the power of the purse to encourage agencies to creatively utilize the discretionary power Congress has given to them in the various statutes they administer to accomplish specific Congressional initiatives within the scope of that authority. It is also appropriate for the Congress to spent funds and ask for agencies to develop short-term management strategies to help alleviate the economic or other impacts created by judicial enforcement of environmental law. However, we cannot agree to Congressional efforts within appropriations legislation to restrict the Court's abilities to enforce the laws.

Thank you for this opportunity to appear before the Subcommittee.

WEDNESDAY, MARCH 7, 1990.

FOREST SERVICE

WITNESS

ARTHUR V. SMYTH, SOCIETY OF AMERICAN FORESTERS

Mr. DICKS. And now we have the Society of American Foresters, Art Smyth. Art, we're very pleased to have you here. We appreciate very much your long involvement in this industry and your very professional approach. We look forward to hearing from you. We will put your complete statement in the record and would ask you to summarize it in about five minutes.

Mr. SMYTH. I'll do better than that, Mr. Chairman.

Mr. DICKS. I'd appreciate it. I think you've been here all day, like I have, so you know—but I've learned a lot.

Mr. SMYTH. Well, thank you, Mr. Chairman and Mr. Atkins, for giving us the time.

I represent the profession of forestry. The Society of American Foresters represents some 20,000 foresters from all segments of the profession: public, private, research, scientists, administrators, educators, and students.

The Administration has proposed a number of bold programs to confront some of the major resource and environmental challenges facing the Nation.

In many regards, these programs can be steps in new and perhaps promising directions. It is not yet clear, however, whether new funds are intended to augment and improve existing programs or would simply reduce or replace proven activities, directly or indirectly, achieving the same goals.

We feel that care should be taken not to abandon existing human and institutional capital that can provide a solid base or a necessary complement to new initiatives in funding. Some examples:

The Administration has proposed a significant increase in the funding for global climate research. As important as this research is, it should not be funded at the expense of other long-range research in forest stress factors such as insects, disease, and atmospheric deposition. Long-range monitoring of trends in forest ecosystems cannot be turned on and off if we are to realize the benefits of such research.

Forest Service research has made a major contribution to understanding the impacts of atmospheric deposition on forests. Much, however, remains to be done.

The America the Beautiful tree-planting initiative is an exciting concept for foresters. It is not enough, however, just to put the trees into the ground; they must be managed and tended. It's not clear how this will be done if some $36 million in cuts are simultaneously made in Forest Service, State, and private forestry-assistance programs, including cooperative pest control, cooperative fire protection, forest research, management, urban forestry, and tree seedling, nurseries, and improvement centers. If the America the Beautiful funding is a substitute for these funds, it is not clear if and how they will be used to take advantage of the years of experience embodied in these programs.

Finally, America the Beautiful provides additional money for land acquisitions and recreation construction. This is laudable, but at the same time that increased funding goes to the Park Service for these purposes; it is being cut for the Forest Service just when the agency is being asked to expand recreational development.

America the Beautiful gives recognition to important environmental and economic roles that our Nation's forests play. To ensure the program's success—and we are full score behind trying to make that a success—we urge that it build on successful programs already in place.

Thank you, Mr. Chairman and Mr. Atkins, for listening to the professional forestry.

Mr. DICKS. We appreciate that. I appreciate your statement here. It says, "It is not clear how this will be done if $36 million in cuts are simultaneously made in the USDA's Forest Service State and private forestry-assistance programs and cooperative pest control, cooperative fire protection, forest resource management, urban forestry, tree seedling, nurseries, and improvement centers."

That's the point I was trying to make earlier. It's one thing to have a new program, but if you take it out of all the other programs and hurt the other programs, then it seems to me that this committee has to take that into account.

Your point about whether we can—once these trees are planted, you have to take care of them—also is very good and points up a weakness in the program as proposed. Maybe we'll have to see if there's some way to deal with that.

Mr. SMYTH. Fine, Mr. Chairman.

Mr. DICKS. Good. Thank you for your statement.

Mr. SMYTH. Thank you.

[The prepared statement of Mr. Arthur Smyth follows:]

THE
PROFESSIONAL
VIEW

SOCIETY OF AMERICAN FORESTERS
5400 Grosvenor Lane • Bethesda, Maryland 20814 • (301) 897-8720

COMMENTS ON FORESTRY AND RELATED PROVISIONS OF THE ADMINISTRATION'S 1991 FEDERAL BUDGET PROPOSAL

A Position of the Society of American Foresters*

The public policy activities of the Society of American Foresters are based on scientific knowledge and professional judgement applied to the study of proposed public programs to determine the likelihood that they can achieve their stated objectives. The following comments on the Administration's proposed budget for fiscal year 1991 are offered in this spirit.

The Governmentwide Water-Quality Initiative

The protection of water quality originating from rural and wild lands is of major concern to many citizens. Among the programs that are proposed for significantly increased support to address this concern are the National Water Quality Assessment of the Department of the Interior and a number of programs in the Department of Agriculture. Related programs that are proposed for decreased support in the Department of Agriculture include Watershed Planning, River Basin Surveys and Investigations, Resource Conservation and Development, and the Agricultural Conservation Program. (This last decrease is in the face of increased demand for funds to meet the conservation compliance provisions of the Food Security Act of 1985). Because these programs are so numerous, they should be coordinated with one another as closely as possible. It is particularly important that there be clear, balanced, and timely links between research, inventory, and action programs. The Administration has not shown why the need for action programs has decreased rather than increased along with the need for research.

The Governmentwide Global Climate Change Research Initiative

The Administration has proposed a significant increase in funding for global climate research. Such research is necessary for determining the magnitude and types of responses that may be needed to prevent, mitigate, or adapt to climate change. National-level research should anticipate, coordinate, and foster long-term regional and sub-regional research on adaptive strategies that encompass both biological and social factors. This research should also be coordinated with other important research into forest stress factors such as insects, disease, and acidic deposition.

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*Adopted by the Officers of the Society of American Foresters, February 16, 1990. This position statement will expire one year after the date of its adoption unless, after thorough review, its continuance is approved.

Land Management and Acquisition Programs

In response to national forest and other plans, proposed funding would shift the orientation of federal land programs in the direction of non-commodity uses. While it is difficult to compare the effectiveness of funding different programs, the justifications for some relative trends within this shift are unclear. The "America the Beautiful" program, for example, would increase recreation construction funding for the Park Service while it is being cut for the Forest Service, just when the latter is being asked to expand recreational development on twelve "below-cost test" national forests. The difference in trends for the two agencies and between funding and output expectations for the Forest Service seem to be inconsistent and in need of justification. Similarly, it is not clear how "America the Beautiful" would make more money available from the Land and Water Conservation Fund than would otherwise be budgeted without the program, nor is it clear that support is to be made available for managing newly acquired lands.

Outreach Programs

The "America the Beautiful" (ATB) tree-planting initiative is aimed at combatting the "green-house effect" through atmospheric carbon sequestration and urban energy conservation, among other benefits. Such an initiative is clearly welcome as compatible with the purposes of many forestry programs that have been proposed for new or increased funding for some time. To produce any of the benefits of such an initiative, however, it is necessary to manage all forests and urban trees, not just plant new trees. It is not clear how this would be done if $36 million in cuts are simultaneously made in USDA Forest Service State and Private Forestry assistance programs in cooperative pest control, cooperative fire protection, forest resource management, urban forestry, and tree seedling nurseries and improvement centers. Even if "ATB" is a substitute for these funds, it is not clear if the new funds would take advantage of the years of experience embodied in the design and staffing of existing programs. New funding should recognize and build upon this experience in innovative ways, including, perhaps, the originally proposed Forest Stewardship program.

Among other outreach programs that are proposed for cuts or elimination are Renewable Resources Extension, a number of rural development programs, and Rural Community Fire Protection. In light of growing needs for adaptation to changing climatic conditions, increasing resource demands, and shifting rural economies, the Administration has not shown how these program losses would help to accomplish the objectives of wiser, more equitable, more efficient, and more environmentally sound protection and management of the nation's forests and related resources.

Conclusion

In summary, the Administration has proposed a number of bold programs to confront some of the major resource and environmental challenges facing the nation. In many regards, these programs could be major steps in new and perhaps promising directions. It is not yet clear, however, whether new funds are intended to augment and improve existing programs or would simply reduce or replace proven activities aimed directly or indirectly at achieving the same goals. Care should be taken before wiping out existing human and institutional capital that can provide a solid base or a necessary complement to new initiatives and funding.

ABOUT THE SOCIETY

The Society of American Foresters, with about 20,000 members, is the national organization representing all segments of the forestry profession of the United States including public and private practitioners, researchers, administrators, educators, and forestry students. The Society was established in 1900 by Gifford Pinchot and six other pioneer foresters.

Objectives of the Society are to advance the science, technology, education, and practices of professional forestry in America and to use the knowledge and skills of the profession to benefit society. Members subscribe to a code of professional ethics.

The Society is the accreditation authority for professional forestry education in the United States. Its periodicals are the Journal of Forestry, the quarterlies, Forest Science, Southern Journal of Applied Forestry, Northern Journal of Applied Forestry, Western Journal of Applied Forestry, and the annual Proceedings of the SAF national convention.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE, TRAILS

WITNESS

JAMES A. HILTZ, SUPERVISOR OF TRAILS, POTOMAC APPALACHIAN TRAIL CLUB

Mr. DICKS. Potomac Appalachian Trail Club, James A. Hiltz?

Mr. Hiltz, we'll put your statement in the record, and we'd ask you to summarize in five minutes.

Mr. HILTZ. Thank you very much.

I am the supervisor of trails for a local trail organization that maintains a 900-mile trail network west of here, basically in the Mid-Atlantic region. Our organization fields over 300 volunteer overseers who maintain this trail network, and that includes 250 miles of the Appalachian Trail and also 80 percent of the trails in the Shenandoah National Park.

Our organization is one of many who support the National Park Service at the grassroots level. We work hand in hand with the National Park Service and rangers who protect and preserve the park system. In 1989, our organization provided Shenandoah National Park with over 7,800 hours of volunteer service in the trails maintenance areas.

Through my responsibilities with the PATC, I have had a chance to work with the rangers for over five years now, and I've also had a chance to spend time talking to a number of others in my travels. I'm stepping forward to speak to you now because the view from my grassroots level shows that the NPS has finally reached a critical point in its history, and I'm not entirely sure that all of you know how serious things have become.

At the present time our parks are faced with a crisis. The unique aspect of this crisis is that it's not only the administrators inside Interior and the park superintendents that are worried, but the rangers themselves all the way down to the lowest levels in the Park Service.

As of this fiscal year, even with the 15 percent increase in appropriations that was provided to some parks, the individual parks in our national park system have been placed in a no-win budget situation. The funding drain on these individual budgets has finally grown so large that the individual park discretionary funds that were once available to provide user services—management, interpretation, maintenance, and production of our Nation's outdoor resources—have almost dried up and disappeared. We now have reached the point where the funds that have been allocated to each park are almost——

Mr. DICKS. Wait a minute. Are you saying that the individual park discretionary funds——

Mr. HILTZ. Those are funds that the park can use to bring seasonal rangers into their park during the summer months, funds that are not currently locked up in retirement benefits and other requirements, funds which they don't have access to.

Mr. DICKS. Your point is that the fixed cost of doing things is using up all the money and there's just no discretionary money left so that they can deal with these individual problems at each individual park?

Mr. HILTZ. Well, that's true. It's important to realize that each year the park brings a number of seasonal rangers into their individual parks which supplement the regular staff and their duties. Obviously——

Mr. DICKS. I've always thought we could use the Youth Conservation Corps for that, but we'd never be able to get enough money for it?

Mr. HILTZ. Yes, sir. Well, the Youth Conservation Corps has a presence in the park. They should probably have a better presence, I agree. Our organization has a presence as well, but organizations such as ours cannot provide law enforcement, resource protection, resource management, the same kinds of services our rangers provide.

A prime example of some of the other costs that have really cut into the budget have been postage expenses and other costs which have been shifted from Interior down to the individual parks themselves. That's basically caused the appropriations, or that portion of the funds they have available to them, to dry up.

The National Park Service ranger staff is rapidly becoming frustrated and disenchanted, not simply because the budgeted funds are more scarce than they used to be, but because the budgeted funds that must be there to enable these rangers to perform their mission of resource protection and management are almost gone.

One western ranger that I spoke to asked me, "Don't our Congressmen understand what our mission is in the parks?" Another spoke more plainly when he said, "The Congress is closing our parks down. Last year things were bad; this year we don't even know what we're going to do."

One of the greatest casualties in this no-win budget situation has been the seasonal ranger staff. I'll cite Shenandoah National Park as an example. Two years ago 20 seasonals were cut.

Mr. ATKINS. Mr. Chairman, I just wanted to interrupt at that point, just to put clearly on the record, as I'm sure you're very well aware, this committee and the Congress have consistently for the past 10 years provided substantially more than the Administration has requested. I think at some point it has to be clear that, particularly under the Reagan administration, but continuing under the Bush administration, they have devastated the funding for the Park Service and for the maintenance of the parks.

Even as we heard earlier where they set up something like the America the Beautiful initiative, they funded their new tree planting by eliminating existing nurseries in the national forest system, which makes no sense at all. I think it's important that that distinction be made.

Mr. HILTZ. Well, I think that's a good distinction. I'm not here to criticize the internal policies of Interior or how they spend their money or what they request money for. I'm here to emphasize the point that the funds that are designed to go directly to the individual parks are not making it there. They've got to have funds to operate the parks.

Mr. ATKINS. It's not that they're not making it there; it's that they're not put in the President's budget request. What's happened is that Congress has had to make up in a small way, but we can't totally reverse administration priorities.

Mr. HILTZ. That's understandable. I don't have a lot of facts and figures to present to you today, and I do understand the position that we're in at the present time.

Mr. DICKS. You're just saying it's getting bad out there?

Mr. HILTZ. It's really beyond that at this point in time. The parks cannot operate without rangers. If we have another cut like this or another tightness of funds, I don't know what they're going to do. I don't know if there are going to be any rangers to run the parks. That's actually where it's getting at this point in time.

Mr. DICKS. All right. Well, we'll have some questions about this when we have the witnesses from the administration up here.

Mr. HILTZ. Very good.

Mr. DICKS. We'll use your statement as a basis for some of those questions.

Mr. HILTZ. Thank you very much for the time.

Mr. DICKS. Thank you, Andy.

[The prepared statement of Mr. Hiltz follows:]

March 7, 1990

Interior and Related Agencies
Appropriations Subcommittee
Rayburn House Office Bldg.
Rm. B308
Washington, D.C. 20515

Gentlemen,

I'm sure that it is not often that an individual that represents such a small concern as mine stands before your subcommittee to discuss such a major issue as the yearly appropriations for our National Park system. One would think that it would be more appropriate for a large environmental organization such as the Sierra Club, or Wilderness Society to discuss matters of this nature with the elected officials of our United States Congress. In truth, I represent the interests of only a small group of 4000 members in a trails organization located here in Washington, D.C. Our group is the Potomac Appalachian Trail Club (PATC), and my position as the Supervisor of Trails places me in a management role for a 900-mile trail network in Virginia, Maryland, West Virginia, and Pennsylvania. Our organization fields over 300 volunteer Overseers who maintain this trail network - a backcountry trails system that includes close to 250 miles of the Appalachian Trail and over 80% of the trails in Shenandoah National Park.

Our organization is one of many who support the National Park Service (NPS) at the grass-roots level. We work hand-in-hand with the NPS and Rangers who have been selected to protect and preserve the Park system. In 1989, our organization provided Shenandoah National Park with over 7800 hours of volunteer service in the trails maintenance area. In some ways, the Rangers almost consider us as an extension of their operations, and we frequently look to them for their advice and support in our work. This cooperative effort has been a good system for NPS, and in the case of the PATC, has worked well for over sixty years.

Through my responsibilities with the PATC, I have had a chance to work with the Rangers of Shenandoah National Park for over five years now, and I've also had a chance to spend time talking with many others in my travels. I'm stepping forward to speak to you now because the view from my grass-roots level shows that the NPS has finally reached a critical point in its history, and I'm not entirely sure that all of you know how serious things have become.

At the present time, our Parks are faced with a crisis. The unique aspect of this crisis is that it's not only the administrators inside Interior and the Park Superintendents that are worried, but the Rangers themselves, all the way down to the lowest levels in the Park Service. As of this fiscal year, even with the 15% increase in appropriations that was provided to some Parks, the individual parks in our National Park System have been placed in a "no win" budget situation. The funding drain on these individual budgets has finally grown so large, that the individual Park discretionary funds that were once available to provide user services, management, interpretation, maintenance, and protection of our nation's greatest natural resources, have almost dried up and disappeared. We have now reached a point where the funds that have been allocated to each Park are almost totally locked up in retirement payments, unfunded cost of living increases, and new program requirements that are invoked on the Parks with no visible means of support funding. A number of costs that have historically been covered at higher levels in Interior have also been shifted down to the individual Parks. A prime example is postage expenses. Another concerns the cost of uniforms. In some cases, the 15% appropriation increase was sacrificed to Assessment Fees invoked by Interior, and never made to the Parks at all! Gentlemen, these expenses are very real, and in many cases, there can be no question as to whether or not they should be funded - they must be funded, by law.

The saddest commentary on the current state of affairs concerns the paid stewards who you have hired to protect these national resources. The NPS Ranger staff is rapidly becoming frustrated and disenchanted, not simply because the budgeted funds are more scarce than they used to be, but because the budgeted funds that must be there to enable these Rangers to perform their mission of resource protection and management are almost gone. One western Ranger I spoke to asked me, "Don't our Congressmen understand our mission in the Parks?" Another spoke more plainly when he said, "The Congress is closing down our Park system. Last year, things were bad. This year, we don't even know what we're going to do."

One of the greatest casualties in this no-win budget squeeze has been the seasonal Ranger staff - those individuals who are hired to step in during peak visitor months to support park interpretive functions, campground services, boundary marking and patrolling, law enforcement, and yes, even trail maintenance. In Shenandoah National Park, the seasonal Ranger staff was reduced by 20 members in 1989. In 1990, it will be reduced by 10 more. As for the Park Maintenance Staff, they will receive no seasonal support this year. This leaves only a skeleton staff to serve more than two-million visitors who visit this eastern Park. This situation is not unique. All the Parks that I have contacted over the past month have told me that they are faced with some of the most drastic decisions that they've ever had to make in their Park's history. Some are contemplating closing down or cutting back on services that have historically been available to the public during peak visitor season. Others are closing down satellite Ranger stations throughout their Parks, or cutting back on the very operations that have enabled our park system to survive in the face of increasing pressure on these lands by our civilization. In every case, the individual Parks in our National Park System are in a state of retreat. The wagons have been circled, but the battle is being lost.

As a representative of a volunteer organization that provides a very direct service to the Shenandoah National Park, I can tell you that our efforts are indeed a help to the Ranger staff. But our support is very limited compared to the massive responsibility, expectations, and ideals that you have loaded on to these individuals. You have asked them to fight fires; search for lost hikers; provide visitor services and interpretation; enforce civil and game laws; manage the forest resource; respond to medical emergencies; build trails; manage wildlife; and perform an array of administration and technical responsibilities that go well beyond what is normally expected of an individual in ANY government organization. And they have served you well, with great pride, and without complaint. Now is the time to come through for them. Please, provide them with an adequate level of funding to support their mission, not only for all of us who use the Parks now, but for those who will visit in the future. I know that I'm just a small voice with a view at the very bottom of the organizational chain, but I honestly hope that you take my plea to heart and please respond to this budget crisis now.

Respectfully,

James A. Hiltz

James A. (Andy) Hiltz
Potomac Appalachian Trail Club
Supervisor of Trails

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE LAND ACQUISITION

WITNESS

GRACE E. BESSAY, PROVINCETOWN, MA, PROPERTY OWNER

Mr. DICKS. Grace E. Bessay.

Ms. Bessay, we're very glad to have you here.

Ms. BESSAY. Thank you. I'm here to object to the way the taxpayers' money has been wasted. I'm here to object to how the National Park Service has treated me and other property owners like me within the Cape Code National Seashore.

I am the owner of a small historic, seasonal home on Peaked Hill in the dunes in Provincetown, Massachusetts. This dwelling was built in the late 1920s and has been lived in seasonally since it was built.

On May 12, 1989, the keeper of the National Register of Historic Places determined that my cottage was eligible for listing on the National Register of Historic Places, along with similar cottages in the dunes in Provincetown and Truro, as part of an approximately 1,500-acre historic district. One of the reasons why these cottages were determined to be eligible for listing on the National Register of Historic Places is their "exceptionally significant associations with the historic development of American art, literature, and theater."

Many of these cottages have been used historically as a summer retreat for artists, poets, actors, and others. This area at one time had in it the old lifesaving station which was lived in by Eugene O'Neill and it's where he wrote several plays.

These cottages are in a remote area about a mile from the paved road and have facilities consonant with their remote location. They embody the old way of life on lower Cape Cod. One cottage similar to mine, which is nearby in the Provincetown dunes, was granted a homesite exemption in 1971. I am also entitled to this exemption.

The purpose of the Cape Cod National Seashore Act was to preserve the way of life on lower Cape Cod. This was stated explicitly by the then-Senator John F. Kennedy when he introduced the bill on the Senate floor on September 3, 1959.

There's a provision in the Cape Cod National Seashore Act that the authority of the Secretary of the Interior to take improved property by condemnation in the seashore area is suspended so long as zoning bylaws, approved by the Secretary of the Interior are duly adopted by the various towns. Provincetown does have a fully adopted zoning bylaw for the seashore district which has been approved by the Secretary of the Interior.

Improved property is defined in the Cape Cod National Seashore Act as follows:

> The term "improved property" wherever used in this act, shall mean a detached, one-family dwelling the construction of which was begun before September 1, 1959, together with so much of the land on which the dwelling is situated.

My detached, one-family dwelling was built in the late 1920s and has been lived in seasonally every year since it was built. It qualifies as improved property, which is exempt from condemnation.

In spite of the clear definition of improved property in the Cape Cod National Seashore Act, and in spite of the many statements in the legislative history that all existing homes are exempt from condemnation, and in spite of prior notification to the National Park Service that this property and others in a certain tract were improved property and were exempt from condemnation, the Department of the Interior made a taking of a large tract of land, including this property, in 1967.

This case has been in the Federal courts now for over 22 years. I am sure the appropriation of the National Park Service for the Cape Cod National Seashore was not intended to cover payment for property which the Department of the Interior did not have authority to take by condemnation. In my opinion, this 22 years of litigation has been for the purpose of trying to cover up an illegal condemnation.

I feel that the judicial system is being used against me to force me to give up my property, contrary to Congress' intent that I be allowed to keep it.

Mr. DICKS. They haven't taken it yet, have they?

Ms. BESSAY. They made a taking back in 1967. This case has been in the Federal courts for over 22 years now.

Mr. DICKS. So they took your place?

Ms. BESSAY. They made a taking on paper, yes.

Mr. DICKS. On paper?

Ms. BESSAY. I insist that it was not valid because there is no authority.

Mr. DICKS. Okay, I see.

Ms. BESSAY. Well, I say it's been a waste of the taxpayers' money for the National Park Service to carry on this litigation for all these years when, in fact, Congress wanted this cottage, and others like it, to be preserved in private ownership. This prolonged litigation has been a great financial hardship for me. I have repeatedly requested that the Department of the Interior recognize my improved property status, rescind the condemnation of my property, and give me the certificate of suspension of condemnation to which I'm entitled.

There was further waste of taxpayer money in this case. In addition to the money spent by the Government on this litigation over the years, the Department of the Interior made no objection to the claim of adverse possession of about 110 acres in this tract by a group of people who did not have the required 20 years of use of any of this approximately 110-acre portion of this tract. As a result of the failure of the Department of the Interior to oppose this claim, Interior paid these people about $200,000 unnecessarily.

While the bill to establish the Cape Cod National Seashore was being considered by Congress, there was an article published in the May 4, 1961 edition of the Cape Codder explaining the bill. The headline of this article was, "Your Homes are Safe within the Park." This article was endorsed by Senator Leverett Saltonstall, one of the sponsors of the Senate bill. The Senator had this article read into the Congressional Record of May 9, 1961, and I have given you a copy of that with this testimony.

Mr. **Dicks**. Your time has just about expired here. If you'd tell us what the current status is—now you're in court. Why has it taken 22 years to resolve this matter?

Ms. **Bessay**. Well, it's been in and out of court. It was in court on a mistrial in 1978. It was in the district court in 1980. It went up to the appeals court. The appeals court vacated the judgment of the lower court. Then it went up again to the—it's been in the district court again. Then it went up to the circuit court of appeals. Now there's a petition for writ of certiorari that's been filed in the U.S. Supreme Court trying to get this resolved. That's where it is now.

But I would hope something could——

Mr. **Dicks**. By the Park Service?

Ms. **Bessay**. No, by me. By me. I have improved property. Improved property is exempt.

Mr. **Dicks**. Right.

Ms. **Bessay**. I'm trying to get this whole thing settled some way.

Mr. **Dicks**. Who's your Congressman?

Ms. **Bessay**. Mr. Joe Kennedy.

Mr. **Dicks**. Kennedy?

Ms. **Bessay**. It was John F. Kennedy, of course, who was one of the sponsors of this way back.

Mr. **Dicks**. Well, I think the way I would try to do it is to go through your congressional representative to see if they can't work something out with the Park Service.

Ms. **Bessay**. I will certainly try that.

And, I might, just to conclude, say that I have maintained this house, you know, through the years, and considering that the house is eligible for listing on the National Register, the Government will have an obligation to preserve it. This means the burden of maintaining it goes on the Government, but I've happily maintained it all these years and want to continue in the course of my own ownership. All right, thank you very much.

Mr. **Dicks**. Thank you. We appreciate your statement.

Ms. **Bessay**. Thank you.

[The prepared statement of Ms. Bessay follows:]

TESTIMONY BY

GRACE E. BESSAY
A PROVINCETOWN, MASSACHUSETS PROPERTY OWNER
WITHIN THE CAPE COD NATIONAL SEASHORE

SUBCOMMITTEE ON THE INTERIOR AND RELATED AGENCIES,
HOUSE APPROPRIATIONS COMMITTEE
HONORABLE SIDNEY R. YATES, CHAIRMAN

Hearing: March 7, 1990

I am here to object to the way the taxpayers' money has been wasted. I am here to object to how the National Park Service has treated me and other property owners like me within the Cape Cod National Seashore.

I am the owner of a small historic seasonal home on Peaked Hill in the dunes in Provincetown, Massachusetts.

This dwelling was built in the late 1920s and has been lived in seasonally since it was built.

On May 12, 1989 the Keeper of the National Register of Historic Places determined that my cottage was eligible for listing on the National Register of Historic Places, along with similar cottages in the dunes in Provincetown and Truro, as part of an approximately 1500 acre historic district.

One of the reasons why these cottages were determined to be eligible for listing on the National Register of Historic Places is their "exceptionally significant associations with the historic development of American art, literature and theater".

Many of these cottages have been used historically as a summer retreat for artists, poets, actors and others. They sought the creative inspiration of the retreat offered by these cottages, which brought them closer to nature, removed them temporarily from the distractions of modern life, and enabled them to experience the traditional Cape Cod way of life. These artists and writers included Edmund Wilson, John Dos Passos, e.e. cummings, Clare Leighton, Edwin Dickinson, Franz Kline, Lucy L'Engle, Jack Kerouac, Ben Shahn, Wolf Kahn, Niles Spencer, Mary Heaton Vorse, among others.

This area at one time had in it the old Life Saving Station which was lived in by Eugene O'Neill and is where he wrote several plays.

These cottages are in a remote area, about a mile from a paved road, and have facilities consonant with their remote location.

They embody the old way of life on lower Cape Cod.

One cottage similar to mine, which is nearby in the Provincetown dunes, was granted a homesite exemption in 1971. I am also entitled to this exemption.

The purpose of the Cape Cod National Seashore Act was to preserve the way of life on outer Cape Cod. This was stated explicitly by then Senator John F. kennedy when he introduced the bill on the Senate floor on September 3, 1959.

There is a provision in the Cape Cod National Seashore Act that the authority of the Secretary of the Interior to take improved property by condemnation in the Seashore area is suspended so long as zoning by-laws, approved by the Secretary of the Interior, are duly adopted by the various towns. Provincetown does have a duly adopted zoning by-law for the Seashore District which has been approved by the Secretary of the Interior.

Improved property is defined in the Cape Cod National Seashore Act (16 U.S.C. §459b-3(d)) as follows:

> The term `improved property' wherever used in this Act, shall mean a detached, one-family dwelling the construction of which was begun before September 1, 1959, together with so much of the land on which the dwelling is situated.

My detached, one-family dwelling was built in the late 1920s and has been lived in seasonally every year since it was built. It qualifies as "improved property", which is exempt from condemnation.

In spite of the clear definition of Improved Property in the Cape Cod National Seashore Act, and in spite of the many statements in the legislative history that all existing homes are exempt from condemnation, and in spite of prior notification to the National Park Service that this property and others in a certain tract were Improved Property and were exempt from condemnation, the Department of the Interior made a taking of a large tract of land, including this property, in 1967.

The map filed with the Declaration of Taking shows several houses (all labled as such), including mine, on this tract. The National Park Service choose to ignore our houses when they determined to take this tract of land.

This case has been in the federal courts now for over twenty-two years.

I am sure the appropriation to the National Park Service for the Cape Cod National Seashore was not intended to cover payment for property which the Department of the Interior did not have authority to take by condemnation.

In my opinion, this twenty-two years of litigation has been for the purpose of trying to cover up an illegal condemnation.

I feel that the judicial system is being used against me to force me to give up my property, contrary to Congress's intent that I be allowed to keep it.

It has been a waste of the taxpayers' money for the National Park Service to carry on this litigation for all these years, when in fact Congress wanted this cottage and others like it to be preserved in private ownership.

This prolonged litigation has been a great financial hardship for me.

I have repeatedly requested that the Department of the Interior recognize my "Improved Property" status, rescind the condemnation of my property, and give me the Certificate of Suspension of Condemnation to which I am entitled.

There was further waste of taxpayer money in this case. In addition to the money spent by the government on this litigation over the years, the Department of the Interior made no objection to the claim to adverse possession of about 110 acres in this tract by a group of people who did not have the required twenty years of use of any of this approximately 110 acre portion of this tract. As a result of the failure of the the Department of the Interior to oppose this claim, Interior paid these people about $200,000 unnecessarily.

While the bill to establish the Cape Cod National Seashore was being considered by Congress, there was an article published in the May 4, 1961 edition of the Cape Codder explaining the bill. The headline of this article was: "YOUR HOMES ARE SAFE WITHIN THE PARK." This article was endorsed by Senator Leverett Saltonstall, one of the sponsors of the Senate bill. The Senator had this article read into the Congressional Record of May 9, 1961. (Please see attached excerpt from the Congressional Record.)

Conrad L. Wirth, then **Director of the National Park Service**, in a hearing on Senate Bill S. 857 (which became the Cape Cod National Seashore Act), before the 87th Congress, First Session, March 9, 1961, said:

> **This bill states that we have no power of domain over a home.** Therefore that home can

> remain there as long as it complies with the zoning which the Secretary of the Interior approves, namely, that it be kept as a residence.

Conrad Wirth also stated in this hearing, regarding existing homes:

> Now, those people, as far as those houses are conderned - I emphasize again that they can stay there as long as they want.... This completely ties our hands from interfering with their use of their homes. But we are willing to do that.

In order to get a park on the lower Cape, the National Park Service made promises to the people of the Cape that their existing homes would not be taken from them by condemnation.

It was only because of these assurances by the National Park Service, and by the legislators who sponsored the Cape Cod National Seashore Act, that this park came into being.

The failure of the National Park Service to live up to its promises in the Cape Cod National Seashore is damaging to the whole conservation movement.

If the National Park Service will not honor its promises in the Cape Cod National-Seashore, it should not be granted funding for any future parks.

My predecessors and I have proudly paid the expenses of maintaining this historic cottage in good condition over the years.

Now that my house has been determined to be eligible for listing on the National Register of Historic Places, the National Park Service will have an obligation to preserve it.

If the condemnation of my house and land is not rescinded, the expenses of maintaining this house will then fall on the National Park Service (and on the taxpayers of this nation).

Much taxpayer money has been wasted over the years pursuing the illegal taking of my property. If the National Park Service goes through with this taking, more taxpayer money will be wasted.

Thank you for your attention this afternoon. I know that you will do everything in your power to see that the National Park Service uses taxpayer funds judiciously, and treats all citizens fairly.

KENNEDY GIVES BRUNSWICK BOY HEROISM MEDAL

WASHINGTON.—President Kennedy has presented a medal for heroism to a 16-year-old Georgia boy who saved four lives.

The President pinned the Young American Medal for Bravery on Donald Eugene McGregor, of Brunswick, at a ceremony at the White House. The tall crewcut youngster saved a family which was aboard a cabin sloop that went aground and broke up in a storm on the Georgia coast.

McGregor was guest of honor later at a luncheon given by Representative IRIS BLITCH, Democrat, of Georgia. Mrs. BLITCH presented him the Carnegie Hero Medal.

Attending were McGregor's parents, Mr. and Mrs. Ernest McGregor; his younger brother James, an uncle and aunt, Colonel and Mrs. Roland Linker of Petersburg, Va., and the Linkers' daughter, Dianne.

The family Donald saved also attended. They are Mr. and Mrs. Harold Clark of Jacksonville, Fla. and their children, Robin and Christine.

Senators RICHARD B. RUSSELL and HERMAN E. TALMADGE, of Georgia attended the White House award, and most of the members of the Georgia House delegation attended the luncheon.

McGregor's act of heroism occurred on July 20, 1959. He was on a fishing boat when he sighted the Clarks' cabin sloop aground and went on board to help them.

Rough seas turned the sloop over and the Clarks and McGregor decided to try for shore. All had lifejackets except Clark, who clung to a small cushion seat preserver.

Holding onto a small plastic float, with McGregor at the head of it, they made for Little Cumberland Island, about 3 miles away.

The group got within 200 feet of the beach after 3 hours in the water, but the current halted further progress, and Donald swam ashore for help. Running along the shore for several miles he came across a shrimp boat which radioed the Coast Guard for help and a Navy blimp was brought into the search.

Donald then went back to where he had left the Clarks. As the tide changed, the family had been able to make shore. Donald spelled out the word help on the beach with marsh grass, enabling the Navy blimp to locate them and direct the Coast Guard to their rescue.

The Young American Medal for Bravery was established by Congress in 1950. No more than two of the medals may be awarded each year. The other medal this year was awarded to Shirley Frances O'Neill, 20, of San Francisco, who pulled a swimming companion ashore after he was attacked by a shark.

Advantages of Routing More Naval Work to Commercial Shipyards

EXTENSION OF REMARKS
OF
HON. J. GLENN BEALL
OF MARYLAND
IN THE SENATE OF THE UNITED STATES
Tuesday, May 9, 1961

Mr. BEALL. Mr. President, as a member of the Committee on Armed Services, I have been increasingly concerned by the policies of the Department of Defense which permit the Government-owned, Government-operated naval shipyards to operate at fairly steady levels of activity while private commerical shipyards go out of business.

This is Government competition in its purest form, and no other major industry in the United States is confronted with the same intensity of Federal competition. The absurdity of this situation is demonstrated by the fact that the Navy yards are immune from all forms of taxation and that their costs are higher than the private yards. In other words, tax-free Government facilities are excessively draining the Federal Treasury while tax-paying private shipyards are forced to curtail operations or go out of business.

Maritime Reporter magazine editorially asked on April 15, 1961, "How Much Longer Will the Navy Ignore the Facts." This editorial impressed me greatly. I ask unanimous consent that it be printed in the Appendix of the RECORD so that my colleagues will have an opportunity to consider this problem which has a damaging effect upon private industry.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the Maritime Reporter, Apr. 15, 1961]

HOW MUCH LONGER WILL THE NAVY IGNORE THE FACTS

Any dispassionate examination of comparative production records for naval versus private shipbuilding and repair yards should convince the Navy's Bureau of Ships and the Armed Services Committees in both branches of Congress of the advantages of honest and vigorous action to route more naval work to commercial shipyards.

A recent objective study showed that during the 7-year period from 1953 through 1959, major private shipyards throughout the Nation built and delivered 415 oceangoing naval and merchant ships, repaired another 106,603 vessels, and converted 187 ships for a total value output of $9,674,298,000. The average yearly employment for this tremendous production was 74,875 workers.

In the same period, the 11 Government-owned and operated naval shipyards employed a yearly average of 104,393 men to produce only 16 new ships, repair about 5,700 vessels, and convert 120 ships at a total cost of $5,325,604,000. In other words, naval shipyards employed one-third more men to produce only a fraction of the tonnage turned out by the commercial yards.

In the event that a reader is preparing to argue that the Navy yards may have produced bigger and more complicated ships and therefore needed more men, we again refer to the study which shows that the 16 vessels built by the 104,393 workers in the Navy yards comprised two giant aircraft carriers, three atomic-powered submarines, four conventional submarines, two guided missile submarines, two fleet minesweepers, two coastal minesweepers, and one landing ship tank.

The 229 naval vessels built by the 74,875 workers in commercial yards included two sisterships to the giant aircraft carriers, five nuclear-powered submarines, five conventional submarines, an assortment of destroyers, cruisers, minesweepers, and all the other naval types. The cost figures, incidentally, do not include the tremendous loss when fire partially destroyed the aircraft carrier *Constellation* last December in the Navy's Brooklyn, N.Y., yard.

What the study boils down to is this: that private commercial shipyards can perform work on Navy ships at some $500 per displacement ton less than in naval yards. Last fall, Vice Adm. Ralph E. James, Chief of the Navy's Bureau of Ships, conceded that naval shipyards were wasting at least $95 million a year through inefficient management techniques.

President Kennedy has said that the public is entitled to the fullest values for its tax dollars. The study proves conclusively that one of the best ways to get this value is to build and repair naval ships in commercial yards.

Proposed Cape Cod National Seashore Park

EXTENSION OF REMARKS
OF
HON. LEVERETT SALTONSTALL
OF MASSACHUSETTS
IN THE SENATE OF THE UNITED STATES
Tuesday, May 9, 1961

Mr. SALTONSTALL. Mr. President, the proposal to establish a Cape Cod National Seashore Park has been under close consideration by Congress now for well over 18 months. The original bill, cosponsored by Senator Kennedy and myself in the 86th Congress, is now represented by a revised version, S. 857, cosponsored by my junior colleague from Massachusetts [Senator SMITH] and myself. Three separate sets of hearings have been held by both House and Senate subcommittees, and we believe that action on the measure is near at hand.

Both a front page box entitled "Some Facts About the Seashore That Seem to be Overlooked" and an editorial entitled "Your Homes Are Safe Within the Park," appeared in the May 4 edition of the Cape Codder, a weekly newspaper published in Orleans, on the lower cape, which has taken a forthright and articulate stand on the issue since it first developed. These articles are most helpful in explaining in clear terms the kind of protection which local communities and citizens will receive under the provisions of the proposed legislation. I ask unanimous consent that they both be printed in the Appendix of the RECORD.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

YOUR HOMES ARE SAFE WITHIN THE PARK

Homeowners within the boundaries of the proposed National Seashore Park may keep their houses forever if they choose to. They can bequeath these houses to their children or they can sell them to another individual without any interference at all from the Federal Government. The only qualification is that the towns cover these areas with adequate zoning regulations. The principles for such zoning have been made public by the Secretary of the Interior. Since the towns already have zoning codes which pretty much cover these requirements, this is really no qualification at all.

We feel a little silly in writing the above. But, for some reason, and despite the fact that it has been true ever since the original Saltonstall-Kennedy-Keith bill was drafted a year and a half ago, an amazing number of people do not know it or choose for some exotic reason not to believe it.

We had an irate telephone call last week from one reader who had seen a statement to this effect in the paper. We estimate that the same statement has appeared a couple of scores of times before. But, for some reason, this particular time it hit home. Was this person calling us filled with the joy of

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discovery? Not at all. She simply did not believe it. She had read the bill and there was no such clause in it. We were liars and deliberately misleading our readers. She demanded that we retract the statement and apologize.

This is all very bewildering, to say the least. The principle is emblazoned upon the bill in unmistakable language, and we are asked to deny that it even exists. We are at a loss to explain this phenomenon. But it is obvious that somewhere along the line someone has failed to communicate. And others are so emotionally involved that they fail to look a fact in the face.

It was exactly because Cape Cod was an area different from any other ever considered by the National Park Service that Senator SALTONSTALL, the then-Senator Kennedy, and Representative HASTINGS KEITH developed the idea of suspending the power of condemnation of property so long as proper zoning requirements were met. This was a creative piece of legislation. On the one hand it recognized the area under consideration contained quite a number of homes owned by people who had no desire to be displaced. On the other, it realized that the Park Service was interested in keeping the area as it is, including the homes. The real purpose of the seashore is to stop further despoiling of the area and keep it in its present state for generations to come.

For the record, once again, the language which covers this principle is contained in section 4b, subsections 1 and 2, of the current version of S. 857. The wording is as follows:

"(b) 1. The Secretary's authority to acquire property by condemnation shall be suspended with respect to all improved property located within such area in all of the towns referred to in section 1 of this act for 1 year following the date of its enactment.

"2. Thereafter such authority shall be suspended with respect to all improved property located within such area in any one of such towns during all times when such town shall have in force and applicable to such property a duly adopted, valid zoning bylaw approved by the Secretary in accordance with the provisions of section 5 of this act."

It is true, of course, that owners of these homes within the park boundaries will not be able to subdivide their property, put up a motel, or otherwise change the character of the property as it now is. But live in it themselves, rent it, bequeath it to their children and their children's children * * * this they can do.

There may be some confusion in the fact that homeowners within the park will have alternative choices open to them. They may decide to sell outright to the Government. They may decide to sell and accept life tenancy on the property. Or, as we have recounted, they may obey the zoning requirements and continue to live as they are in peace and quiet.

The National Seashore is an emotional issue in these parts. Often in an emotionally charged situation people will see only what they want to see, refusing to be confused by the facts. Nevertheless, these are the facts, ma'am.

SOME FACTS ABOUT THE SEASHORE THAT SEEM TO BE OVERLOOKED

The Park Service is not taking your home. Many people seem still not to understand this but it is true. Current seashore park legislation provides specifically that people within the taking may keep their homes just as they are, provided that adequate zoning regulations are applied. Since, with minor exceptions, the towns already have these zoning codes, there are no ifs, and or buts—a man's home will still be his castle in the park area. We repeat: The Park Service cannot take your home. Those wishing to see this in black and white should read section 4b, subsections 1 and 2 of the bill, S. 857.

You can leave your house to your children. This, too, is true. If you live within the park area and decide not to negotiate with the Government, you are perfectly free to pass on your house to your children or anyone else. The thing to remember about the current legislation is that the choice has been put in your hands. You may negotiate with the Government for the sale of your home if you wish. Or you may decide to have nothing to do with the Park Service and live on as you always have. The decision is yours.

You can sell your house if you wish. Yes, you may sell your home to someone other than the Park Service. Or rent it, if you like. The only thing you cannot do is breach the zoning requirements. You may keep your home within the park area and carry on as before, but you may not change the character of the property. For example, you cannot change it from a residence, to a commercial property.

Soil Stewardship Week

EXTENSION OF REMARKS

OF

HON. M. BLAINE PETERSON

OF UTAH

IN THE HOUSE OF REPRESENTATIVES

Tuesday, May 9, 1961

Mr. PETERSON. Mr. Speaker, I ask the House to pause with me a few moments today to reflect upon the importance and significance of soil stewardship which is observed this year from May 7 through May 14.

Soil stewardship is simply our account to the Maker for the use we have made of His land.

This applies to all of us alike and not only to the man who cares for the large acreage; the home gardener is equally as responsible as the home developer. If our soil is destroyed and abused, our future generations are doomed.

The custom of giving special recognition to soil stewardship has been brought to prominence by the National Association of Soil Conservation Districts together with churchmen from several denominations. In 1955 they undertook the first national observance. A committee of churchmen from several denominations, working with an Association committee, develops each year appropriate materials which the National Association of Soil Conservation Districts prints and distributes to local districts and church groups throughout the country. These include booklets, programs, posters, and related materials.

Each spring, thousands of rural and urban churches, in cooperation with a local Soil Conservation District, devote time to recognition of the urgency of good stewardship of the land as a fundamental of moral and civic responsibility.

At the national meeting of the National Association of Soil Conservation Districts in Minneapolis in 1958, one of the outstanding features of the program at the annual banquet was an impressive stewardship ceremony written and presented by the Reverend E. W. Mueller, secretary, rural church program, National Lutheran Council. Entitled, "The Gift of Precious Soil," it included the presentation and blending of soil from each State of the Union. Subsequently, a tree was planted in this soil on the grounds of the Minnesota State Capitol.

Earlier mention of stewardship was made in the National Association of Soil Conservation Districts prayer written by Director W. P. Hall, of Sparta, Ga., during the fall meeting of the National Board of Directors held at Galveston, Tex., November 1955. It was given for the first time at a luncheon there.

On motion of Director Dave J. Doneen, seconded by Southeastern Area Vice President A. D. Holmes, the board voted to adopt this blessing officially and use it on all occasions when the board met together for breakfast, luncheon, or dinner.

It has since been used on numerous occasions by individual soil conservation districts and State associations at formal luncheons and banquets:

OUR PRAYER OF STEWARDSHIP

Our kind Heavenly Father, giver of all good gifts. As we partake of this food and drink, may we realize that You willed it so in the beginning. May we know that Thy promises are everlasting.

Give us wisdom, O Lord, that we may know Thy will; give us courage to do Thy will. Convince us that we really owe nothing, but that by Thy grace we are stewards of Thy many resources and that Thou dost rejoice in the service of a good and faithful steward.

As this food and drink restores our strength and energy may we render pleasing service to Thee. Help us to be worthy of Thy many blessings.

All of this we ask in Jesus' name. Amen.

Soil Stewardship Week is a modern version of Rogation Days. Observance of Rogation Days began centuries ago. In the observance, man has given thanks to Almighty God for His bountiful gifts.

Many thousands of people each year now are participating in soil stewardship and Rogation Day prayers in city, village, and open country churches.

"Rogation" comes from the Latin word "rogare" meaning "to ask." Rogation Day began at Vienne, France, in the year 470. It was a time of crop failure—due to earthquakes and bad weather. It was a time of hunger.

St. Mamertus, bishop of Vienne, ordered prayer and penance on the 3 days preceding the Ascension. The clergy and the people called upon God to help in their desperate need.

Other communities took up the custom, and from France it spread throughout the world. At the end of the eighth century the observance had been formally accepted by the church. It has been the custom to hold each year before Ascension Thursday a special rogation service.

On Rogation Days people implore the mercy of God that He may keep us from all evils of soul and body, and give to the plants of the field an increase. In the spring, when the fields are green and there is promise of a good harvest—but also the possibility of destruction by

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WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE

WITNESS

DAVID BURWELL, PRESIDENT, RAILS-TO-TRAILS CONSERVANCY

Mr. DICKS. Rails-to-Trails Conservancy, David G. Burwell? Welcome.

Mr. BURWELL. Thank you, Mr. Chairman.

Mr. DICKS. We appreciate your patience. We're sorry we're running a little behind, but——

Mr. BURWELL. It's all right.

Mr. DICKS [continuing]. We've done our best.

Mr. BURWELL. I understand.

I just moved, by the way, to 30th Street Northwest——

Mr. DICKS. Good.

Mr. BURWELL [continuing]. About six months ago, and was walking down the street the first week I moved there and passed a house with a stoved-in porch as a result of that storm, and I was told it belongs to you.

Mr. DICKS. That's my house. We've got it repaired. The tree in my yard fell down on my neighbor's house, and the way the law works her homeowner's policy had to pay for the damage done to her house. So, I felt very badly about that, but the damage to our house was not too bad. That was quite a storm, though.

Mr. BURWELL. It was, and I am pleased to be your neighbor.

I'm not from Missouri. I listened to the previous testimony, but the program which I am here to support, the rivers and trails program of the National Park Service, is responsible for a 200-mile stretch of the Lewis and Clark Trail——

Mr. DICKS. Good.

Mr. BURWELL [continuing]. Being put on the ground through a railbanking program that was enacted by Congress but is being implemented through a technical assistance program supported by the Park Service. This 200-mile long stretch of railbank property has four encampments of the Lewis and Clark expedition, and hopefully we're going to build the entire Lewis and Clark Trail from St. Louis all the way to the Columbia River.

Mr. DICKS. We'd like to see that.

Mr. BURWELL. This program exists, Mr. Chairman, because of this committee. For the ninth straight year, this program has been zeroed out by the Administration, despite President Bush's strong support for the concept of greenways and rivers and trails conservation.

It is a leftover, one of the few leftovers, from the Bureau of Outdoor Recreation, and it's initial impetus was the provision of close-to-home recreational resources for Americans through the conservation of river and trail corridors. Since that time, however, it has gained, in addition to a recreation focus, a conservation mission which is increasingly important.

I think the importance of the conservation element of this program was highlighted when earlier this week I attended a session creating the Greenway Commission of the State of Maryland by

Governor Schaeffer. In his remarks, Governor Schaeffer pointed out that 90 percent of the rivers in Maryland flow into the Chesapeake Bay and we can't protect the Chesapeake Bay without protecting its river system.

There's a technical assistance program that is conducted under this program that allows us to protect our water resources as well as the rivers and trails system. It is a conservation program.

The second point I'd like to make is that this is not a Federal program; it's a State and local program supported by Federal technical assistance. It is a teach-them-to-fish program, not give-them-a-fish program. The leverage that we get out of this program is enormous. A very small program, it is now $4 million. Last year we were requesting $6 million; this year is dramatic in terms of the river corridors and trail corridors that are preserved.

We have a corridor that we're working very strongly for in your district, the Foothills Trail, in——

Mr. DICKS. Sure.

Mr. BURWELL. Tacoma and Pierce County——

Mr. DICKS. I know it well.

Mr. BURWELL [continuing]. Which will be a significant element of hopefully a cross-State trail program for the State of Washington.

In that element of the program, which was funded at $2.3 million last year, we're asking $3 million for this year. From my own personal perspective of abandoned rail corridors, the importance of protecting abandoned rail corridors, we've lost 50 percent of the rail corridors in the United States. We built about 300,000 miles of rail line. There's now about 150,000 miles left. We've abandoned 150,000 miles of corridor. We need, we are going to need many of these corridors back.

Congress, as I said before, has enacted a rail banking statute which provides for the banking of these lines instead of their abandonment, and their conversion in the interim basis to trails with the idea that when we need them again for transportation purposes, that they will be available.

It's very difficult to reassemble these corridors once they've fallen apart. It's like Humpty-Dumpty, once they fall apart, you can't put them back together again. This program, through the Park Service, is trying to keep those segments together.

There is a corridor from Sudbury to Lowell, as a matter of fact. I think that's part of your district, Mr. Atkins. It's also benefited from this program.

Mr. DICKS. I think it's a very good program, and we've certainly heard a lot about it. I think that it's very exciting.

Mr. BURWELL. If I could make one more point—Congress also enacted a law in 1988 taking back the Federal interest in the federally-granted rights-of-way. There's about 30,000 miles of rights-of-way granted over Federal land. However, nobody knows exactly where those lands are, and under this program the National Park Service is trying to conduct an inventory of these 30,000 miles of corridor to determine where they are and get that interest back into Federal ownership upon abandonment. This is another way of gaining additional recreational resources and saving land without expending Federal money on acquisition.

Thank you very much.

Mr. Dicks. All right. Thank you very much.

[The prepared statement of Mr. Burwell follows:]

RAILS
-TO-
TRAILS
CONSERVANCY

Statement of David Burwell, President
Rails-to-Trails Conservancy
Before The
Committee on Appropriations
Subcommittee on Interior
U.S. House of Representatives
Regarding National Park Service FY1991 Budget

March 7, 1990

Thank you, Mr. Chairman, for the opportunity to testify before this committee regarding the FY1991 Budget for the National Park Service. On behalf of the Rails-to-Trails Conservancy, I also want to thank you and all the members of this committee for your strong support for trails programs both on and off federal lands.

I will limit my remarks to the Rivers and Trails Program, a small but essential planning and technical assistance program funded under the National Recreation and Preservation account of the NPS budget.

The importance of this small program is belied by its title "Rivers and Trails," and the Division in which it is located, "Recreation Resources." It certainly is true that recreation was the impetus for the creation of this program, which is one of the few functions of the Bureau of Outdoor Recreation that survived the demise of that agency. It is also true that surveys of state and local park officials conducted by the President's Commission on Americans Outdoors (PCAO) identified "trails and trail related facilities" as the top priority for new outdoor park facilities.

However, recreation does not tell the whole story. "Greenways" is a term popularized, if not coined, by the PCAO as a principle for land conservation in the 1990's and beyond. Science has now demonstrated that greenways--river and trail corridors--provide important ecological benefits. These benefits include (1) wildlife migration routes for mammals with ranges that exceed the boundaries of their park units, (2) shelterbelts for wind and water erosion, and (3) non-point source pollution control to protect watershed of major lakes and estuaries.

An example of the importance of river and trail corridor protection was the announcement by Governor Schaeffer in Maryland, on Monday of this week, of the creation of a statewide Greenway Commission with the charge to develop a greenway master plan for the state. The motive for the creation of this commission was not recreation--although recreational benefits will be significant. The commission has a different target in mind: saving the Chesapeake Bay. The Bay--one of the world's greatest spawning grounds--is very sick. Ninety percent of the rivers in Maryland flow into the Bay. There is a direct connection between the Bay's health and the condition of the

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waters that flow into it. In short, we can't save the Bay without protecting the surrounding river system.

The NPS Rivers and Trails Program will assist this effort with technical assistance, workshops, dissemination of information on the successes and failures of other corridor protection plans, and other cooperative programs. The essential characteristic of the NPS Rivers and Trails program is that is a state and local assistance program, not a federal program. Its purpose is to avoid federal responsibility for protection of non-federal rivers and trails that weave through, but are not wholly on, federal land. Absent federal ownership of all riparian lands and trails, federal assistance to state and local corridor protection efforts is the most efficient strategy for protecting these resources.

President Bush has strongly endorsed the greenways idea. He often jogs on the showcase greenway located within the nation's capital, the C&O Canal National Park. He also unequivocally backed the greenway idea in his Presidential campaign, stating in his Environmental Policy Statement:

> I want to increase the recreational opportunities provided by the great American outdoors. And in that task, I will pay special attention to the condition and management of our parks. I will look for ways to expand them, to link our cities with greenways along abandoned railroad tracks, and refresh them with urban parks.[1]

Unfortunately, these strong words have not influenced Presidential budgets. This year, for the ninth straight year, this small program has been eliminated in the President's proposed budget. It is only due to the grace of Congress, including the strong support of this committee, that keeps this program alive. We therefore request that this committee support this program by again restoring it to the National Recreation and Preservation account of the NPS budget.

Last year Congress appropriated $4.16 million for this program. The Gramm-Rudman sequestration and internal reapportionments reduced this amount to $3.759 million. Of this amount, $2.308 million was distributed to the nine NPS regions for direct project assistance on over 200 technical assistance projects. The remaining $1.45 million was dedicated to supporting national rivers policy and national trails policy activities, with almost $400,000 of this activity conducted through NPS regional offices. National funds also supported the Washington-based Rivers and Trails Conservation Assistance activities of the NPS. Altogether, just over 60 FTEs are funded under this program.

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[1] Environmental Policy Statement, Erie Metropark, Michigan, August 31, 1988 at p.6.

Despite its small size, the impact of the Rivers and Trails Conservation Assistance Program is significant. One small element of the program is a cooperative agreement with the Rails-to-Trails Conservancy under which NPS and RTC personnel jointly teach a course to state and local officials on how to convert abandoned rail corridors to trails. The course covers such issues as (1) how to participate in the ICC abandonment process, (2) how to solve title problems, (3) how to work with railroads and citizen groups, (4) how to find local financing, and (5) how to manage a rail-trail once acquired. Last year, over 360 state and local officials participated in 14 such seminars across the nation resulting in start-ups or further progress on over 50 rail-trail projects. Most of these projects would have died in the absence of this assistance. On a scale of 1 to 5 the seminar participants rated the series at 4.1, a very high mark.

Last year, about 15 rail-trail projects received direct assistance under this program. Assistance included such projects as a resource analysis (Allegheny Highlands Trail in Maryland and Pennsylvania), a design workshop (Farmington Canal Rail-Trail in New Haven and Hamden Connecticut) and concept planning (Black Hills Rails-to-Trails Association). For FY 1991 we know of at least 23 rail-trail projects that have requested assistance under this program.

The most important aspect of this program is that it is a "teach them to fish, don't give them a fish" program. Each river or trail protection scheme developed with NPS support represents another project that doesn't need federal protection. With sharp cuts in the Land and Water Conservation Fund, this technical assistance program increases in importance. If we expect state and local governments to protect these highly-vulnerable corridors without federal acquisition, we must provide the tools needed to encourage such protection.

We don't have much time. Most existing trail corridors enjoy no formal protection. We have lost fully 50% of our built rail system--almost 150,000 miles of rail line have been abandoned--and about 3000 additional miles are lost each year. For this reason, we recommend this program be expanded from $3.759 to $6.06 million in FY 1991, allocated as follows:

Regional Programs	$3.44
Rivers Policy	.80
Trails Policy	.95
WASO Rivers & Trails Assistance	.87
	$6.06 million

This represents a $1.1 million increase in the regional technical assistance program. It is in the region that the "hard lifting" gets done. The number of proposed projects for FY1991 already exceeds 300 in the regions, and the deadline for project submissions is August 15, 1990. It is the most important element of the program.

We also recommend an increase in the Rivers Policy from $259,000 to $600,000. This will allow the NPS regions to participate in dam relicensing proceedings throughout the United States. Despite the fact that Congress has mandated that fish and wildlife needs be given equal consideration to power generation needs in dam relicensing before the Federal Energy Regulatory Commission in the Electric Consumers Protection Act of 1986, nothing will happen unless somebody monitors these relicensing proceedings.

We recommend an increase in Trails Policy from $619,500 to $950,000. In 1988 Congress directed the Department of Interior to recapture the federal interest in federally-granted railroad corridors, upon abandonment, for conversion to trails and greenways. However, no baseline inventory of the over 30,000 miles of federally-granted corridors exists. RTC is trying to put together a rough summary of federal right-of-way grants and their general location, but a more detailed analysis of specific grants is needed to determine the exact acreage of federal ownership. This increase would, in part, support this inventory program.

Finally, we recommend an increase in the WASO support program from $528,600 to $870,000. This pays the salaries of the Washington-based staff of the program, plus training and other activities in support of the regional programs. These additional funds are justified in light of the enormous increase in funding requests from the NPS regional offices.

Shifting focus, the Rails-to-Trails Conservancy would like to add its unequivocal support to the Administration's request for $7 million to complete acquisition of the District of Columbia portion of the Georgetown Branch railroad corridor in and adjacent to the C & O Canal National Historic Park. This acquisition, on which the National Park Service holds a one-year lease and option, connects two National Parks (C&O and Rock Creek), two rivers and one canal. It will be a showcase rails-to-trails project for the nation, hopefully encouraging state and local officials and private organizations all over the country to promote their own rails-to-trails projects. The importance of this acquisition was fully explained in the earlier testimony of the Coalition for a Capital Crescent Trail, and we join in and adopt their testimony.

Thank you for this opportunity to testify in support of this worthy program. We hope and fully expect, with continued Congressional support, to build a nationwide greenway system stretching coast-to-coast and from the Great Lakes to the Gulf of Mexico. This program will make it happen.

WEDNESDAY, MARCH 7, 1990.

BUREAU OF LAND MANAGEMENT, FISH AND WILDLIFE SERVICE, FOREST SERVICE

WITNESS

THOMAS M. FRANKLIN, FIELD DIRECTOR, WILDLIFE SOCIETY

Mr. DICKS. Thomas M. Franklin from the Wildlife Society?

Mr. FRANKLIN. Good evening, Mr. Chairman, Mr. Atkins.

Mr. DICKS. It's nice to have you here. We'll put your statement in the record. If you could summarize in five minutes, we'd appreciate it.

Mr. FRANKLIN. Sure will.

The Wildlife Society, like the Society of American Foresters, is a professional society for the association of wildlife managers. We have analyzed the budgets of the U.S. Fish and Wildlife Service, the Bureau of Land Management, and the U.S. Forest Service to determine how the President's proposed budget would impact the effectiveness of these activities.

With regard to the Fish and Wildlife Service, we feel that the emphasis on such programs as America the Beautiful, Legacy '99, and the Wetlands Initiative, and the North American Waterfowl Management Plan are all very good projects and may get proper emphasis, but we think they need some additional funding.

Funding for the U.S. Fish and Wildlife Service operations and maintenance program has been a continuing problem. You may be aware of the maintenance management system that the Fish and Wildlife Service has that has internally shown that there are major deficiencies in maintaining refuges. We recommend that $20 million be added to what the President has proposed to begin to reduce that backlog of maintenance deficiencies. The Administration has requested only $5.7 million for the Section 6 grants for the Endangered Species Act. We think that's far too little. We've got to bring that up to the authorized level of $17 million.

We are concerned about the non-game management program. We think that a great deal more is needed to be done with non- game wildlife research and management. Therefore, we suggest that the $250,000 that was in the program last year be restored to the non-game management program, and non-game research and development be funded at the level of $870,000.

The Fish and Wildlife cooperative wildlife research units are an extremely important program that brings Federal, State, university, and private sector involvement in training wildlife managers throughout the country, while also doing some critical research. We think that, in addition to what the President has proposed, they need $700,000 to just staff properly the current unit system and to provide the operational needs they have.

There is a really exciting and innovative program going on at the Idaho cooperative wildlife research unit that's dealing with this issue of biodiversity. They've developed an analysis program to identify what areas need to be acquired to maintain biological diversity on a national level. We recommend that that program be funded at $1 million.

We also—wildlife biologists in the field depend heavily on the wildlife review program book—publications, I should say—and we hope that $315,000 will be restored to that program.

With regard to the BLM, we're encouraged by the modest increases in the proposed funding for the wildlife and fisheries program there, but it's still far too little to meet the problems that they're facing out there.

We recommend that 12.5 million be provided above the President's proposal there, for a total of $38 million, to do the work that needs to be done.

Also, the BLM threatened and endangered species program is far too little funded, and we recommend that a total of $10 million, of that $38 million, be applied to the endangered species program.

With regard to the Forest Service, although they have been growing in recent years, when you look at the relative funding that's provided to, say, the wildlife fisheries program compared to the timber program, you'll note that 62 percent of the needs identified in the forest plans have been funded for wildlife and fisheries while 90 percent has been funded for timber. We think that needs to be brought into true multiple-use type alignment.

We recommend, for the threatened and endangered species program, that $11 million be added to the President's request with more emphasis on grizzly bear recovery, red-coated woodpecker, which is going to be a major problem in the Southeast, and the eastern timber wolf recovery program. With regard to the Forest Service research program, they're proposing the closing of the Amherst, Massachusetts wildlife research facility. We think this would be a major mistake recognizing that in the Northeast we have great deal of wildlife-related problems that are impacting land use decisions there, and now is not the time to curtail those research projects. We'd like to see the money, $400,000 restored just to keep the doors open at that Amherst station, and that they be provided with an additional $100,000 to expand their research effort in the northeastern region. The Pacific Northwest forest research experiment station at La Grande has been one of the most productive research facilities within the Forest Service, and they are recommended for a major cut by the Administration. We suggest that $200,000 be restored to La Grande station for their research activities on non-game and grazing and timber stand regeneration on forest and rangelands.

We further recommend that $200,000 be added to the La Grande station to accelerate a very innovative project there that's going on on elk deer-cattle-timber interaction. It's one of the first studies of its kind to look at the broad ecological impacts of these kinds of management activities. So, that summarizes my——

Mr. DICKS. Okay. Well, thank you very much. That was a very good and comprehensive statement which we will place in the record, and appreciate your succinct testimony.

Mr. FRANKLIN. Thank you.

[The prepared statement of Mr. Franklin follows:]

THE WILDLIFE SOCIETY

5410 Grosvenor Lane • Bethesda, MD 20814 • Tel. (301) 897-9770

7 March 1990

STATEMENT OF THOMAS M. FRANKLIN, FIELD DIRECTOR OF THE WILDLIFE SOCIETY, BEFORE THE SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES, COMMITTEE ON APPROPRIATIONS, U.S. HOUSE OF REPRESENTATIVES REGARDING THE PRESIDENT'S FY 1991 BUDGETS PROPOSED FOR THE U.S. FISH AND WILDLIFE SERVICE, BUREAU OF LAND MANAGEMENT, AND THE U.S. FOREST SERVICE

Mr. Chairman, members of the subcommittee; The Wildlife Society appreciates this opportunity to present our comments and recommendations on President Bush's proposed FY 1991 budgets for the U.S. Fish and Wildlife Service, the Bureau of Land Management, and the U.S. Forest Service. The Wildlife Society is a scientific and educational association of more than 8,700 wildlife researchers, managers, educators, and administrators working in the public and private sectors to promote wise stewardship of natural resources. For sound professional management to occur, it is necessary that sufficient funds are appropriated to continue effective wildlife and habitat resource programs.

U.S. Fish and Wildlife Service:
The restructuring of the U.S. Fish and Wildlife Service budget gives emphasis to such programs and activities as the America the Beautiful initiative, Legacy 99, the Wetlands Initiative, and continuing work on the North American Waterfowl Management Plan. The Wildlife Society commends the conservation spirit of these programs, and recommends more complete funding to them.

The Wildlife Society urges Congress to fully implement the North American Waterfowl Management Plan (NAWMP). Financial needs for sustaining implementation of the U.S. portion of NAWMP are the responsibility of the U.S. Fish and Wildlife Service, as well as several other agencies. Administration of Plan Joint Ventures requires a minimum of $1.2 million annually. The Wildlife Society recommends that $720,000 be added to the Administration request of $480,000 to make the Joint Venture offices fully operational. Joint Venture projects also remain underfunded with $620,000 proposed, while $9.9 to $19.7 million is needed to fully fund existing Joint Ventures. The Wildlife Society recommends that $5 million be added to Joint Venture Operations for the highest priority Joint Venture projects.

The Wildlife Society commends the Administration for requesting $15 million, the full appropriation for the recently enacted North American Wetlands Conservation Act. These funds will provide a critical federal component to cooperative public/private wetlands conservation projects that will generate more than $30 million for wetlands conservation through the matching provisions of the Act.

The U.S. Prairie Pothole Joint Venture is important to the North American Waterfowl Management Plan. The USFWS should expand this important program into other states with prairie potholes, but the FY 1991 budget includes only $300,000 for activities of this type. The Wildlife Society recommends that $2 million be appropriated for the expansion of this program within the Prairie Pothole Joint Venture for FY 1991.

Funding to the Refuge Revenue Sharing Fund (RRSF) has continued to lag behind needs. Payment is critical to continued progress in wetland conservation because the funding shortfall may prompt states to refuse federal land acquisition until their revenue shares are paid. The Wildlife Society considers full RRSF payments an obligation under the Refuge Revenue Sharing Act, not a discretionary payment, and recommends the addition of $4.3 million to fully fund FY 1991 RRSF obligations.

Funding for the USFWS Operations and Maintenance budget continues to be inadequate. The Secretary of the Interior has identified a $60 million to $90 million annual requirement to keep the current service-wide maintenance backlog at refuges, hatcheries, and research facilities from growing. The Wildlife Society recommends that the Refuge Maintenance program is appropriated $20 million more than the President's request to adequately deal with the refuge maintenance backlog, and to reach a maintenance level in line with the maintenance backlog reduction plan schedule. The Wildlife Society recommends that an additional $5 million be added to the Fish and Wildlife Research Center Operations and Maintenance (FWRCOM) request for the presently unfunded maintenance deficiencies backlog needs at research centers throughout the system, and that $1.5 million be included in the FWRCOM account for the purchase of scientific equipment.

The Wildlife Society is aware that the Federal Energy Regulatory Commission (FERC) plans to relicense more than 260 federally authorized hydroelectric projects by the year 2000. The USFWS has the responsibility under the Fish and Wildlife Coordination Act for the review of the fish and wildlife aspects of major hydropower licensing, and under the Terms and Conditions portion of the Energy Security Act for smaller projects. However, the FY 1991 budget makes few funding and staffing resources available for adequate evaluation of project effects on fish and wildlife resources. The Wildlife Society recommends appropriating $2.035 million to effectively handle the FERC re-licensing process in FY 1991.

The Wildlife Society supports the objective of the Land Acquisition budget to acquire 49,967 acres in FY 1991 under the America the Beautiful initiative. The $11.29 million reduction from the FY 1990 Land Acquisition budget is disturbing however, because it is noted that $11 million has been cut from the fund for high priority wetlands acquisition. The Wildlife Society strongly recommends that $11 million be restored to the USFWS Land Acquisition budget from the Land and Water Conservation Fund for high priority wetlands acquisition.

The Administration has requested only $5.7 million for funding Section 6 of the Endangered Species Act. This is inadequate to effectively fund recovery efforts pursuant to the Endangered Species Act. The Wildlife Society recommends $17 million be appropriated for Section 6, as authorized in the 1988 Amendments to the Endangered Species Act. The Wildlife Society also recommends that Congress restores the $500,000 cut from Endangered Species Consultation in the FY 1991 budget.

The Wildlife Society is concerned to see that the non-game management and research budgets were cut in the FY 1991 budget. The Wildlife Society recommends that $250,000 be restored to the Non-game Management budget and that the Non-game Research and Development budget be funded at $870,000. These funds would allow needed studies to continue at USFWS Wildlife Research Centers for population monitoring, effects of environmental changes, and identifying species likely to become threatened.

The Fisheries and Wildlife Cooperative Research Unit Program provides a high quality natural resource scientific base for making management decisions, and educates qualified professionals to implement them. The Cooperative Research Program relies on the unique cooperation among federal and state governments, the private sector, and academia, and ensures the future of sound resource training and management. The FY 1991 budget increases the Cooperative Research Unit Program funding level only $650,000 from the FY 1991 base of $6.536 million. The Wildlife Society recommends a $700,000 increase from the President's request for existing underfunded Unit staffing and operations needs.

The U.S. Fish and Wildlife Service, in cooperation with Idaho and Oregon state and private agencies, has initiated a successful pilot survey of natural resources to assess how well biological diversity is protected in those states. The method, "gap analysis", determines what percentage of present biological diversity is protected in our current system of reserves. This method can show where biological diversity is already well protected, and where additional reserves can be most efficiently located. The USFWS should expand this project into other Western states in FY 1991. The Wildlife Society strongly recommends that $1 million be appropriated to continue the gap analysis project in FY 1991.

The Wildlife Society strongly recommends that $315,000 be restored to the Research budget for Wildlife Review. This publication is an extremely important technical resource to field biologists.

Bureau of Land Management:
Modest funding increases have been proposed in the FY 1991 budget for the wildlife program in the Bureau of Land Management (BLM). The BLM's Fish and Wildlife 2000 plan describes goals and objectives for more efficient habitat management of wildlife, fish, threatened, and endangered species on public lands

through the year 2000. Though encouraging, the increased funding to wildlife program needs still is inadequate, when it is considered that the addition of 800 professional staff positions, and a congruent increase in annual funding will be necessary to achieve the objective of Fish and Wildlife 2000.

The proposed budget of $25.5 million for Wildlife Habitat Management does not reflect the BLM's program needs. Appropriations for the Wildlife Habitat Management subactivity should be increased to $38 million. At current funding levels, each BLM wildlife biologist is responsible for 1 to 2 million acres of habitat. Staffing shortages have created problems in conducting proper analysis and monitoring of the fish and wildlife impacts of BLM programs, and in reviewing existing BLM plans, as required by the National Environmental Policy Act (NEPA). The Wildlife Society recommends the addition of $12.5 million in increased funding for the Wildlife Habitat Management budget to allow the BLM to hire 150 to 180 needed FTE's, including 80 wildlife biologists and support personnel, increase wildlife habitat management on public lands, prepare 120 HMP's, achieve greater progress on BLM strategic plans such as Fish and Wildlife 2000, and accelerate threatened and endangered species management and recovery programs.

The proposed funding level of $5.95 million for the Bureau's Threatened and Endangered (T&E) species program is inadequate to meet the management needs of the 152 species of animals and plants that are currently listed on public lands and the 924 species that are candidates for threatened and endangered status. Presently, no funding exists to prevent sensitive species from declining to the point that they may require listing. The Wildlife Society strongly recommends that a total of $10 million be appropriated to the Threatened and Endangered species program.

The Wildlife Society supports an increase of $117,000 within the forest resource management budget, to begin implementation of Fish and Wildlife 2000 strategic plan management initiatives, including interagency cooperative research efforts for spotted owl management.

The Bureau's wetland and waterfowl habitat management efforts remain underfunded in the FY 1991 budget. The BLM requires approximately $1.7 million to expand wetland programs. The Wildlife Society recommends that an additional $1 million be appropriated to the Wildlife Habitat Management budget for wetland and waterfowl habitat management for FY 1991.

The Wildlife Society is pleased to see the proposed increase to $2.5 million for the Fish and Wildlife Challenge Cost Share program. However, program diversification, to include threatened and endangered species recovery, inventory and monitoring programs, and greater cost share opportunities generated by implementation of Fish and Wildlife 2000 will require additional funding. The Wildlife Society urges Congress to appropriate an additional $2.5 million to the Challenge Cost Share program.

Public concern about the condition of this nation's riparian areas continues to increase, yet programs to address riparian habitats are fragmented and continue to be underfunded. The Wildlife Society recommends increasing the riparian budget item to $10 million to adequately address permit administration, watershed plans, and other riparian management needs.

The Wildlife Society supports the Bureau of Land Management's proposed Land Acquisition budget of $24.28 million for land acquisitions that obtain critical areas for waterfowl habitat protection, wetlands conservation, riparian habitat conservation, and threatened and endangered species habitat protection. The current law appropriation of $12.556 million for land acquisition represents approximately half of the needed Land Acquisition budget. If the America the Beautiful initiative is not passed, the BLM Land Acquisition program will remain at the insufficient FY 1990 level. Until the full implementation of the America the Beautiful initiative, The Wildlife Society recommends that the proposed Land Acquisition budget of $24.28 million be allocated to insure that the BLM is able to meet the FY 1991 Land Acquisition goals set forth in Fish and Wildlife 2000.

U.S. Forest Service:
Wildlife and Fish Habitat funding increased slightly in the FY 1991 budget, yet remains inadequate to meet the management needs of fish and wildlife on National Forest System lands. Including the increases in the Wildlife and Fish Habitat budget, the proposed funding level meets only 62% of the fish and wildlife needs

identified in forest plans, whereas proposed funding for timber planning meets 90% of forest plan targets. The Wildlife Society recommends that appropriations priorities be readjusted to more adequately reflect multiple use objectives.

Proposed funding for the Threatened, Endangered, and Sensitive Species (TES) program is $20.4 million, a $.2 million reduction from FY 1990. Increased funding is needed in FY 1991 to inventory and plan for listed species without recovery plans, and for newly listed species. The Wildlife Society recommends that $11 million be added to the President's request for the Threatened, Endangered, and Sensitive Species program. Projects in need of additional funding include the Grizzly Bear recovery program, the Red-Cockaded Woodpecker program, and the Eastern Timber Wolf recovery program.

The President's budget requests $43.9 million for timber programs on Tongass National Forest, and maintains the timber harvest at approximately 340 million board feet. The budget increases wildlife spending to $6 million. Although this is a significant increase to the wildlife program, The Wildlife Society recommends that Congress re-evaluate the Tongass budget and distribute funds to increase non-commodity use, including fish and wildlife management and recreational activities on Tongass National Forest.

The Forest Service research program provides resource managers involved in the National Forest System, other agencies, and private interests with valuable scientific information to properly manage our nation's forest resources. Although Forest Research funding increases slightly in the FY 1991 budget, many important research programs remain critically underfunded. The Wildlife Society strongly recommends that an additional $5 million be added to the Forest Research appropriation for high priority wildlife and habitat research projects.

The Northeastern Forest Experiment Station (NEFES) at Amherst, Massachusetts is of critical importance to wildlife research, and is the only USFS research facility in the Northeastern region doing research on wildlife. The President's proposed budget would eliminate the Amherst Station and wildlife research from the Northeastern Region at a time when a lack of knowledge about wildlife communities and habitats is a major obstacle to implementing National Forest Plans and wildlife management on private land. The Wildlife Society urges that $400,000 be restored to the Forest Research budget to keep the Amherst Station operating, and that an additional $100,000 be appropriated to expand wildlife research efforts in the Northeastern Region.

The Pacific Northwest Forest Research Experiment Station at La Grande, Oregon has been one of the most productive experiment stations in the Forest Service. The President's FY 1991 budget for wildlife habitat and range research at the La Grande Station severely restricts research opportunities in Oregon seen as vital by USFS Region 6 and the Oregon Department of Fish and Wildlife. The Wildlife Society strongly recommends that $200,000 be restored to the La Grande Station to continue non-game research in northeast Oregon, and studies relating to grazing and timber stand regeneration on forest and rangeland. The Wildlife Society further recommends that $200,000 be added to the La Grande Station to accelerate research on elk/deer/cattle/timber interactions.

The Wildlife Society believes that sound scientific management of our nation's natural resources is a responsibility that must be adequately addressed each year in the federal budget to safeguard the quality of management that the federal natural resource agencies should provide. Therefore, we sincerely urge the Congress to appropriate to the Fish and Wildlife Service, The Bureau of Land Management, and the Forest Service the funding required to implement these critically needed programs as recommended by The Wildlife Society.

Please include this testimony in the official hearing record.

Thank you.

WEDNESDAY, MARCH 7, 1990.

NATIONAL PARK SERVICE, BUREAU OF INDIAN AFFAIRS

WITNESSES

LaDONNA HARRIS, PRESIDENT, AMERICANS FOR INDIAN OPPORTUNITY
DEAN B. SUAGEE, ATTORNEY AT LAW, HOBBS, STRAUS, DEAN & WILDER

Mr. DICKS. Finally, the Americans for Indian Opportunity, LaDonna Harris? We're very proud and pleased to have you here.

Ms. HARRIS. Thank you. I have Dean Suagee, who is a Cherokee. I make that point because I'm a Comanche, and in Oklahoma we grew up learning that Cherokees were civilized Indians, and we're not sure what that meant for Comanches. [Laughter.]

We thought that would be a good representation for this presentation.

Mr. DICKS. Well, we appreciate that.

Mr. SUAGEE. It's an awesome responsibility to be a member of a civilized tribe.

Mr. DICKS. That's right.

Ms. HARRIS. We also wanted to say thank you for what you've done for us in the past by the last budget appropriations, for allowing any historical preservation programs to be done on reservations and tribal communities. I would like—we have the presentation here, and I'd like to just hit on it. I also would like to make other comments to add to the information.

Mr. DICKS. Sure.

Ms. HARRIS. First of all, to say thank you for what you've done in the past and to say that with that small amount of money that we received, over 250 tribes requested some form of support. Out of those 250, we'll have something like 15 or 20 that will be able to be eligible to be funded—not eligible, but we'll have the funds to support. So, we're asking a major increase in those funds, because they are used for all different kinds of reasons, as we listed on page 2: historical, archeological sites, database, oral history, interviews, transcripts of tapes, songs, and stories, and so forth. I could make a major list.

Congressman Dicks, coming from Washington State, we're very pleased to say the relationship of Washington State with its native peoples is probably one of the best in the country.

Mr. DICKS. That's right.

Ms. HARRIS. We want to applaud you for that, and the recognition in your bicentennial for Indian history in relationship to your State.

That is the point, the most important point I'd like to make here—that we're approaching the quincentennial. Unfortunately, there's little or no history of native peoples of this country. Our American history usually consists of Europeans coming to the Americas and not necessarily American history in relationship to native peoples. This is a small aspect of what could be done in preparation for the quincentennial.

I also would like to make it very personal. There's also another aspect, the tourism aspect, foreign tourism, particularly from

Europe and Japan. There's a significant interest in Native American affairs.

Though it covers 30 percent—I mean 3 percent—of the land base, our tribes do, I would like to kind of make this a personal imagery for you; that the Comanche peoples were southern plains people. Their land base was like the end of Kansas. It was the Kansas line, so to speak; the timberlands of Arkansas; the mountain range of New Mexico; and down into old Mexico.

Trying to gather up the historical perspective of the history of the Comanches of that region is pretty awesome.

Mr. DICKS. Right.

Ms. HARRIS. I just came from my Comanche people two weeks—a week ago, where we had a seminar on what do we want the Comanches to look like in the year 2000. In planning for that, the major emphasis that the Comanche people put on was historical, documenting historically where the important religious sites, historical sites, their language, the preservation of their language—as what we needed to have in place in the year 2000. I share that with you.

Then having that land base as part of our history, the enormity of the problem or the enormity of—not so much the problem as of the work that needs to be done. Hood County, Texas, I just received a letter this week asking for me to come down to celebrate Comanche Peak which they recognize was a landmark in Hood County, Texas, as Texans recognize that Comanches celebrated a lot of religious and historical significance to that particular place in Texas.

Regaining all of that history for my tribe alone would be significant work. We already have technicians, young Comanche people, who can put our language on computer, but I just want to share that with you to show you in one personal way what one tribe needs to do, so that you can see with the 250 federally-recognized tribes with—what, 300, about 500 tribes with the Alaskan natives—of what needs to be done in this field.

The lack—we have to make up for 500 years of kind of—or however long our Park Service has been in operation. We have to make up for the backlog of not being incorporated into—

Mr. DICKS. I agree with that. I think one of the major things is what Senator Inouye is doing with the Smithsonian.

Ms. HARRIS. That's right.

Mr. DICKS. I think that's going to give a national perspective to this which I think will help the momentum of what you're trying to do. This committee, Mr. Yates has been a champion in this area—

Ms. HARRIS. Yes.

Mr. DICKS [continuing]. And deserves great recognition for the contribution that he has made. The rest of us feel very strongly that this is a very positive aspect of our committee's work.

Ms. HARRIS. The national congress presented to him, though in absence—because he was out campaigning—but presented him with a star blanket and a large plaque of recognition for his work and appreciation and recognition of this committee.

Also, I might compliment the Park Service itself. It has taken strong initiative, particularly on human remains and religious artifacts, and also how to be more sensitive within the Park Service of where—like Mesa Verde where there are some religious objects and also human remains, of using Indian consultants in making those things more sensitive and making history more accurate, and making it relate to those of us who are contemporary Indian people; that it is not just—we're not just in the past. There is an order of things; that we are contemporary. We are here today and much—

Mr. DICKS. How sensitive has the BIA been to these kinds of issues?

Ms. HARRIS. Dean.

Mr. SUAGEE. The BIA has been helpful in certain ways, and in other ways they haven't really addressed the issue as much as they might have. You have the problem of—there are so many aspects to the historic preservation program. I'm not sure where to start when we get into BIA. We don't have a lot of time to go into it.

The BIA has recently published proposed rules to implement the Archeological Resources Protection Act on Indian lands. This would supplement the uniform rules that were promulgated several years ago.

I was involved in the interagency task force that wrote the uniform rules. I helped the National Congress of American Indians file comments on that. I hope that the BIA will be responsive to those comments. There are some issues regarding the interface between tribal customary law and tribal traditions, and the Anglo-American legal system which the BIA hasn't been particularly sensitive to.

But, having discussed it with the BIA staff people, I'm hopeful that they will be, since it's been brought to their attention.

The matter of implementation of the National Historic Preservation Act is another issue. What we hope eventually is that Indian tribes that want to will be able to operate programs that are roughly parallel to the programs run by the State, the State historic preservation officers. That's something some of the tribes that have applied to the Park Service for these grants have said that they want to do. The Advisory Council's regulations allow for that, but there hasn't been any funding available for that.

In terms of the substantive law, I'd just like to suggest you take a look at the tribal provisions of a bill introduced by Senator Fowler. I believe it's S.——

Ms. HARRIS. Well, maybe what we could do, Mr. Chairman, is provide you with the particulars in relationship to a little more information.

Mr. DICKS. Yes, that would be great. I'd like to see it.

Mr. SUAGEE. We could provide you some questions to ask of the BIA witnesses.

Mr. DICKS. Sure.

Ms. HARRIS. Because it's the whole Department of the Interior that needs——

Mr. DICKS. Sensitivity.

Ms. HARRIS. Yes.

Mr. DICKS. I understand that.

Ms. HARRIS. And it's——

Mr. DICKS. I'm not picking on the BIA, but I just——

Ms. HARRIS. It's easy.

Mr. DICKS. You know, everybody else does. [Laughter.]

Mr. Suagee. To the BIA's credit, they do have a cultural anthropologist in their environmental services branch.

Mr. Dicks. But the effort is pretty minimal?

Mr. Suagee. The effort has been minimal.

Ms. Harris. Minimal. And it's just a——

Mr. Dicks. Well, maybe it will take your advocacy group to——

Mr. Suagee. There's one point that's in the testimony I would just like to draw your attention to with regard to BIA. Congress has in recent years put money in the budget for what's known as the anti-looting program. It's my understanding that money has gone to the Park Service to deal with looting of archeological sites on public lands. We think that should be viewed as a law enforcement problem. In Indian lands—the looting of archeological sites and historical properties is a problem on Indian lands.

You might look at the role of BIA in enforcing that law which is a contractible function. If the BIA had money to enforce those laws, that money could be contracted to tribes under the Self-Determination Act.

Ms. Harris. We do feel that there is more of a national interest, and maybe—I don't know whether it's the quincentennial, or a national awareness, perhaps with, as you mentioned, the building of the new museum, but there is a national awareness throughout the Government, although it's very slow and sluggish. We need your support here on the subcommittee to encourage that to move in a little more aggressive kind of way, as the Park Service is trying to do.

Mr. Dicks. Part of the problem, I guess, has been that tribes are so pressed just to deal with basics——

Ms. Harris. Yes.

Mr. Dicks [continuing]. Like education and housing, that this has been something that they haven't been able to elevate to the priority that it probably deserves, because they're just struggling to take care of their people.

Ms. Harris. That's right.

Mr. Suagee. There's also a growing group of tribal leaders who are trying to elevate it in their priorities, who realize that culture is really at the center of what it means to be an Indian.

Ms. Harris. That's right.

Mr. Suagee. Cultural heritage touches on all these other programs, all those other pressing needs.

Mr. Dicks. Sure.

Ms. Harris. That was the point. We also are having—we are now, through education, having our own historians and other professional people who have competence to do this, and within our own tribe the need to do it. I think, as Dean just indicated, there is a renaissance of Indian culture that is taking place within our own societies, our different societies; that children whom we have encouraged to push out, like my children, my age children, have received education, like Dean himself. He received a legal education and now he's coming back and requiring that of those of us who have become elders in the community, that this be—that the renaissance does occur; that there is the language that is being preserved and other elements of it. So we're being forced to do it by our own children, because they need a sense of identity and belonging.

The preservation—the death or the loss of elders who, through oral history—so much of the history is being lost now, as we sit here. It's almost a necessity to try to get as much as possible of oral history down on some sort of tape and preserve it in some fashion and form.

We just want to say thank you for what you've done in the past and we hope——

Mr. DICKS. We'll keep her going.

Ms. HARRIS. Thank you.

Mr. DICKS. Good. Thank you.

[The prepared statement of Ms. Harris follows:]

AIO
Americans for Indian Opportunity

LaDonna Harris
President

Honorable James Abourezk

Lionel Bordeaux
Rosebud-Sioux

Joan Bordman
Sioux

Edgar Bowen
Coos-Oregon

Mary Jo Butterfield
Makah

Phyllis Old Dog Cross
Mandan-Hidatsa

Andy Ebona
Tlingit

Coy G. Eklund

LaDonna Harris
Comanche

Minerva Jenkins
Ft. Mojave

Louis LaRose
Winnebago

Charles Lohah
Osage

Grace McCullah
Navajo

Jerry Muskrat
Cherokee

Elma Patterson
Tuscarora

Joe S. Sando
Jemez Pueblo

Vicky Santana
Blackfeet

Eddie L. Tullis
Alabama Creek

A. David Lester
Creek

Statement for the
Interior Appropriations Subcommittee
# of the
House Appropriations Committee

regarding the

FY1991 National Park Service Appropriations

March 7, 1990

by

Americans for Indian Opportunity

LaDonna Harris, President

3508 Garfield Street, N.W., Washington, D.C. 20007 (202) 338-8809

I am pleased to provide testimony today on behalf of Americans for Indian Opportunity regarding the critical need of Tribes for funding for historic preservation programs. Historic preservation for tribal governments and for individual tribal people goes far beyond what white middle-class America generally views as historic preservation. Historic preservation programs for Tribes could well be the foundation of efforts for Tribes to survive and prosper as strong cultural and governmental entities.

We know of, and applaud, the Chairman's interest in historic preservation and in the arts. While Congress has given attention to tribal arts -- through appropriations for the Institute for American Indian Arts and the Indian Arts and Crafts Board -- the broad area of historic preservation for tribes has gone virtually unnoticed by state historic preservation programs and by Congress. I am glad to say, however, that times are changing. We ask for your assistance in making tribal historic preservation programs a reality by appropriating in FY1991 at least $5 million under the Historic Preservation Fund for tribal historic preservation grants.

As you know, the National Historic Preservation Act authorizes the Secretary of Interior to make grants to tribal governments from the Historic Preservation fund "for the preservation of their cultural heritage." Prior to FY1990 no funds had ever been appropriated for this purpose. And prior to the FY1991 budget submission, the National Park Service had never requested funding for historic preservation grants for Tribes.

In FY1990 Congress appropriated $500,000 for historic preservation grants to Tribes. To repeat, this is the first time tribes have ever received a direct appropriation from the Historic Preservation Fund. To its credit, the National Park Service has requested $750,000 in FY1991 for tribal historic preservation grants. Seven hundred fifty thousand dollars is a totally inadequate amount for this purpose, but we consider it a political victory that the National Park Service acknowledges the need for tribal grants and, indeed, supports funding for them.

We are eager for this Subcommittee and the entire Congress to know of the overwhelming response by Tribes to the announcement that they could compete for the small amount of FY1990 historic preservation monies. Even though this is the first time Tribes have had such an opportunity, the applications from Tribes have literally poured into the National Park Service. Two hundred fifty applications were filed for the $500,000 in historic preservation monies. Only about 15-20 of these applications will be able to be funded. The Park Service has, of necessity, placed a $50,000 cap on the size of any one grant so that they could provide at least a handful of grants to Tribes.

The range of activities proposed by Tribes in their applications is broad, although there are some needs most tribes have in common. These common needs include: surveying their lands for historic and archaeological sites and properties; developing a data base on historic and archaeological sites; conduct of oral history interviews; transcribing brittle acetate tapes of interviews, songs and stories before the tapes deteriorate any further;conducting linguistic research for the preservation of Native languages and dialects; develop tribal historic preservation ordinances; establish tribal archives and museums; and training for archival, curatorial and museum professions as well as in the skills needed for archaeological field work.

Many of the tribal applications also request funding to assist in developing long-range historic preservation programs, including plans for cooperative efforts with state and federal historic preservation officials. All of North America was the aboriginal territory of Indian peoples. However, today Tribes have jurisdiction over only three percent of the land area of the United States. Tribal history does not, of course, stop at reservation boundaries. Nor are sites and areas of tribal religious and cultural significance confined to Indian and Alaska Native lands. Tribes must have the staff capacity to interact with state, federal and private entities to communicate their interests in properties outside of their governmental jurisdiction and to work cooperatively to protect those areas. Tribes need established historic preservation programs in order to know about and to protect their historic resources, both on-and off-reservation, and to help to inform the general public about the many important ways in which Indian and Alaska Native peoples have contributed to American history.

We also ask that you earmark $1 million of funds within the National Park Service -- perhaps from the America the Beautiful initiative -- for ethnographic studies on National Park Service lands. The Park Service has virtually no money for ethnographic work and little ethnography has been undertaken on Park lands. Many Tribes have historic ties to what are now public lands administered by the National Park Service. Unless ethnographic studies are done by the Park

Service in consultation with appropriate tribal people, the Park's planning and interpretive programs will never do justice to Indian history and contemporary Indian needs for access to Park lands and natural resources. Ethnographic studies and the establishment of an ethnographic data base are critical for the Park Service's planning as well. The Park Service needs to know, for instance, the areas of religious and cultural importance to Tribes before it decides to put in a road or picnic tables or parking lots or campgrounds. By working hand-in-hand with tribes on ethnographic studies, tribal sensitivities and needs can be respected at the same time that the National Park Service's interpretive programs will be enriched.

Attached to this statement is the joint testimony of the Three Affiliated Tribes of North Dakota, the Miccosukee Tribe of Indians of Florida and the Metlakatla Indian Community regarding the need for funding for tribal historic preservation grants and for ethnographic studies on National Park Service lands. That tribal testimony contains a significant amount of background information which we believe will be helpful to this Subcommittee. We have not, however, repeated that material in the Americans for Indian Opportunity statement. We commend their testimony to you, and concur with their requests of at least $5 million for tribal historic preservation grants and an allocation of $1 million for ethnographic studies. We hope that within a few years there will be enough funding so that tribal governments will, like state governments, receive annual funding from the National Historic Preservation Fund on a non-competitive basis.

Our final request is that a portion of the anti-looting money provided for various Interior Department agencies be allocated to the Bureau of Indian Affairs for use on Indian lands. Looting of archaeological resources on Indian lands is at least as big a problem as it is on federal lands. The FY1991 Interior Department budget proposes no anti-looting money for the BIA, but does propose that various other Interior Department law enforcement agencies receive funding for this purpose. We request that any anti-looting funding for the BIA be contractible by tribal law enforcement agencies.

Thank you for your consideration of our comments. We are excited by the prospects of the beginning of making Tribes, at long last, true partners in our nation's historic preservation program. Every American will benefit from this partnership.

Mr. DICKS. The committee will be adjourned until 10:00 a.m. tomorrow morning.

For the people who could not appear before the Subcommittee today, their statements may be made part of the record.

[Statements follow:]

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Statement for the
Interior Appropriations Subcommittee
of the
House Appropriations Committee

regarding the

FY1991 National Park Service Budget

March 7, 1990

by
Hobbs, Straus, Dean & Wilder

on behalf of

Three Affiliated Tribes of the Fort Berthold Reservation (Mandan, Hidatsa, Arikara)

Miccosukee Tribe of Indians of Florida

Metlakatla Indian Community

This statement is submitted on behalf of three of our tribal our clients, the Three Affiliated Tribes of the Fort Berthold Reservation of North Dakota (Mandan, Hidatsa and Arikara), the Miccosukee Tribe of Indians of Florida, and the Metlakatla Indian Community of the Annette Islands Reserve, Alaska. We limit our comments to two matters within the National Park Service budget -- issues of concern to our tribal clients and to other federally recognized Indian Tribes in the United States.

First, we address the matter of grants to Tribes under the National Historic Preservation Act for the preservation of their cultural heritage. We address this matter in terms of how important it is that Indian Tribes be included as partners in our national historic preservation program, the wide range of activities that could be included within tribal historic preservation programs, and the level of funding that we believe should be appropriated. We recommend that the level of funding be at least $5 million each year and that the Park Service be provided administrative funds for the program. The second matter we address is the need for ethnographic studies on lands administered by the National Park Service for which we propose $1 million.

BACKGROUND

The 1980 amendments to the National Historic Preservation Act of 1966 (NHPA) enacted two important provisions relating to Indian Tribes. First, § 2 of the NHPA, the declaration of policy, now lists Indian Tribes among the entities which are to be included in a partnership for carrying out the federal historic preservation program. 16 U.S.C. § 470-1. Second, the NHPA now authorizes the Secretary of the Interior to make grants to Indian Tribes "for the preservation of their cultural heritage." 16 U.S.C.§ 470a(d)(3)(B). The FY1990 budget for the Department of the Interior, which includes $500,000 for grants to Tribes from the Historic Preservation Fund, the same source of funds from which grants are made on a recurrent basis to help fund the operations of the State Historic Preservation Officers (SHPOs), marked the first time that funds have actually been appropriated for tribal historic preservation purposes. The National Park Service has solicited applications from Tribes for these grants, and will soon be faced with the task of selecting a handful of applications to fund from among the two hundred fifty received.

We are encouraged that Congress has finally started the process of bringing Indian Tribes into the partnership for carrying out our national historic preservation program. However, the initial appropriation of $500,000 must be regarded as only a beginning. Through the more than two decades in which the States have received historic preservation grants, the funding needs of Indian Tribes for historic preservation have been almost entirely neglected. If Indian Tribes are to become real partners in this program, as we believe they must, the level of appropriations for grants to Tribes must be substantially increased and must be provided on a recurrent basis.

We are encouraged that the message of the Tribes seems to be having an impact with regard to historic preservation. Last year, the National Conference of State Historic Preservation Officers testified in favor of funding for tribal governments under the NHPA, and that organization has also gone to great lengths to include Tribes in their legislative efforts to revise the National Historic Preservation Act. In addition, the Secretary of Interior's 20th Anniversary Report on the National Historic Preservation Act (1986), at 34-35, says that Tribes should be given the option of operating their own programs under the Act. Finally we are encouraged by the fact that the the Administration's proposed FY1991 budget requests $750,000 in funding for tribal historic preservation programs. The amount of funding requested is totally insufficient, but it is a glimmer of light.

The FY1990 Interior Appropriations Act also requires the NPS to report to Congress by March, 1990 on tribal historic preservation needs, and further requires that the NPS consult directly with Tribes in developing the report. We compliment the National Park Service for its efforts in working with Tribes to assess their historic preservation needs and on administering the FY1990 tribal grants. Despite the short time frame, the NPS has done several mailings to Tribes and tribal organizations, has conducted two meetings with Tribes and has made innumerable phone calls regarding the report and the grants.

THE IMPORTANCE OF TRIBAL INVOLVEMENT IN OUR NATIONAL HISTORIC PRESERVATION PROGRAM

Indian Tribes are different from other ethnic groups in the United States in two fundamental ways. First, in contrast with all other ethnic groups in the present day United States, whose cultural roots reach back to other lands, the cultural traditions of Indian Tribes have their roots here in North America. The traditional material cultures of Indian Tribes were quite literally part of the natural environments in which they lived. This can readily be seen from the ways in which Indian people provided for their sustenance needs, the tools and clothing and shelters that they made, and the ways in which they ornamented their material possessions. The non-material aspects of tribal cultures -- religious belief systems and ceremonial practices, oral history and folklore, and even languages -- are also closely tied to the natural world.

As we enter the last decade of the Twentieth Century, the society at large should bear some responsibility for helping to preserve these indigenous cultural traditions. Such responsibility is appropriate because the cultural disintegration that exists today in many Indian communities is largely a result of the westward expansion of the United States and the federal policies that followed expansion, policies which were intended to force (or, in the benign era of the Indian Reorganization Act of 1934, not to force but rather to encourage) Indian people to become assimilated into the dominant American society. (The assimilationist thrust of federal policy was finally abandoned in the 1970's, when the current policy of "self-determination" came into favor in both the Executive Branch and the Congress.)

Looking to the future as well as to the past, the larger society should want to help the Tribes preserve their cultural heritage because, in the context of the environmental crises the world faces today, the larger society may be able to learn something of practical value from these tribal cultures which have evolved in a close relationship with the natural world. Ultimately however, the Congress must remember that tribal cultures are living cultures that cannot be preserved except in the context of the communities that carry them on. The larger society can and should help, but the responsibility for the preservation of tribal cultural traditions must ultimately be borne by the Tribes themselves.

The other fundamental way in which Indian Tribes are different from other ethnic groups in the United States is that Indian Tribes are units of government whose sovereignty predates that of the United States. The governmental authority of Indian Tribes has been limited by treaties, by acts of Congress, and, in certain limited instances, by necessary implication from their dependent status. Except for such specific limitations, Indian Tribes possess the full range of governmental authority that is inherent in the concept of sovereignty. Indian Tribes may also exercise powers delegated to them from the Federal Government and, with federal approval, from the States. As sovereign entities, Tribes are distinct from both the Federal Government and the States. Within the boundaries of Indian reservations, tribal governments are increasingly functioning as the primary governmental authority, as the roles of federal agencies have become more secondary in nature. State governments have only limited governmental authority within Indian reservations, especially with regard to Indian people and Indian lands.

In keeping with the principles of tribal sovereignty, if the Tribes are to become real partners in our national historic preservation program, as the NHPA declares to be the federal policy, Tribes need to have the option to decide for themselves whether or not they want to perform the lead role in the administration of the federal historic preservation program on lands within their territorial jurisdiction. As a practical matter, this means having appropriately qualified tribal staff to identify properties within tribal jurisdiction that appear to be eligible for listing on the National Register of Historic Places, to plan and implement appropriate measures to preserve such properties, and to participate in the consultation process established pursuant to § 106 of the NHPA (and 36 CFR Part 800) for protecting such properties from damage or destruction as a result of actions taken, or assistance provided, by federal agencies. The fact that the SHPOs have been given such a major role in the § 106 consultation process has contributed to friction between Tribes and SHPOs, and the proper way to alleviate such friction, the only way that is consistent with tribal sovereignty, is to offer Tribes the option of performing the role of the SHPO within Indian reservations.

We must note, however, that it is not enough to provide this option for Tribes, even if the level of appropriations is increased such that the option is truly available to those Tribes that want to exercise it. Tribal programs that are operated parallel to State programs will not be enough to serve the broader national interest in historic preservation unless there is genuine coordination and cooperation among Tribal and State programs. Tribes in the United States today have governmental jurisdiction over only 3 percent of the land in this country, yet they maintain interest in, and indeed are vitally affected by, lands and other natural resources outside of their reservation boundaries. Tribes have both historic and contemporary interests in knowing about, protecting, interpreting,and having access to properties that are outside their reservations, and the SHPOs can perform a key role in preserving such properties and assuring tribal access to them. Similarly, Tribes could provide for the protection of historic properties within their reservations that, although not of great significance in tribal history, may be significant in state or regional history.

The virtual exclusion of Indian Tribes from the nation's historic preservation program has been a loss not just to Indian and Alaska Native people, but to all Americans. All of the land which is currently within the United States is the aboriginal territory of American Indian and Alaska Native peoples. For Native peoples, the failure to preserve culturally significant properties and make them accessible for Native use results in the weakening of tribal cultural traditions and threatens the ability of Native peoples to preserve their self-defined identities. The general public's relative lack of knowledge about Indian history and contemporary Indian societies is an intangible loss which contributes to misunderstandings between Indian peoples and their non-Indian neighbors. All Americans would benefit from a national historic preservation program in which tribal and state programs work together.

THE SCOPE OF HISTORIC PRESERVATION GRANTS TO TRIBES

The statutory language that authorizes grants to Tribes states that such grants may be made "for the preservation of their cultural heritage." Cultural heritage is a very broad concept, and, accordingly, this language appears to authorize a broad range of activities within the tribal grants program. The NPS has adopted such a broad interpretation in its guidance to Tribes, and we commend the NPS for taking this approach.

Some Tribes with relatively large reservations and well-established governmental institutions could make the emphasis of a grant the development and implementation of a tribal law for the protection of historic properties, with the intention of replacing the SHPO within reservation boundaries. The Three Affiliated Tribes intends to apply for a grant for just this purpose. Furthermore, the SHPO for North Dakota, by letter dated March 28, 1989, has already given its concurrence to the Tribe's intention to perform the functions of the SHPO in the § 106 consultation process.

For other Tribes, the § 106 process may be of less concern, but they may still be quite interested in preserving historic properties. For example, the Metlakatla Indian Community received funding from the Economic Development Administration for the renovation of a historic building, the former home of Mr. William Duncan, for use as a museum, a project that was completed in 1974. The Duncan home is of historical significance to the Community because Mr. Duncan played a leading role in establishing the Community on the Annette Islands in 1887. The Community provides the operating expenses for the museum from its own funds, with some assistance from the State of Alaska. There are a number of other historic buildings that the Community would also like to preserve and renovate.

Still other Tribes may be more interested in preserving their non-material culture, especially their language and oral tradition. Many of the tribal representatives at the NPS consultation meetings spoke of the importance of preserving language. All three of the tribal clients whom we represent in this testimony are concerned about the preservation of their tribal languages.

RECOMMENDED LEVEL OF APPROPRIATIONS FOR TRIBAL HISTORIC PRESERVATION PROGRAMS

There are more than 500 federally recognized Indian Tribes in the United States, including Alaska Native villages. We are not asking for a level of appropriations that would be sufficient so that every Tribe could receive funding for a tribal historic preservation program. We cannot state too strongly that the preservation of its cultural heritage is a matter of vital importance for virtually every Indian Tribe in the United States. (More than 75 Tribes sent representatives to the two consultation meetings which the NPS held in January 1990 and many others have communicated via telephone and/or letter.) Tribes have been struggling to preserve their cultures against formidable odds for generations. Indeed, it is largely because of their perseverance that the number of Tribes in existence today is as high as it is.

However, if Tribes are to become real partners in our national historic preservation program, they need to be able to hire staff to interact with state and federal agencies and to perform at least some of the functions within their reservations that the SHPOs perform in their States. If our nation as a whole is to realize the benefits that could flow from the partnership of Tribes in the historic preservation program, the appropriations for tribal program grants must be more than a token level and must be provided on a recurrent basis. We recommend that in both FY1991 and FY1992, the level of appropriations for tribal programs be at least $5 million, and that this level be gradually increased in subsequent years. Furthermore, we ask that the appropriations for tribal programs not be simply deducted from funds that would otherwise have been appropriated for State programs. Our national historic preservation program needs to build cooperative working relationships between Tribes and States, and to make it appear that tribal programs are in competition with State programs for the same funds would be counterproductive.

We note that the NPS is administering the Tribal grant program in FY1990 without the benefit of any administrative monies. We ask that, in addition to $5 million for tribal historic preservation grants under the NHPA, an appropriate amount of funding for NPS administration of the Tribal grant program be appropriated.

ETHNOGRAPHIC STUDIES

Virtually none of the NPS's financial resources are used for ethnography, and this situation should be reversed. Only a handful of parks have had ethnographic studies even though such studies would serve the Park Service's legal mandates and public policy objectives. Our federal cultural parks were established for the express purpose of interpreting Indian history. In addition, the American Indian Religious Freedom Act, Archaeological Resources Protection Act, National Historic Preservation Act, National Environmental Policy Act and the Park Service's "Native American Relationships Policy" provide for ongoing consultative relationships with Tribes regarding actions which may affect resources of significance to Tribes. The general purposes of such consultative relationships with Tribes is to avoid, or at least mitigate, any adverse impacts on resources that are important to Tribes which could result from NPS action or from activities which the NPS permits. If ethnographic studies are conducted properly -- by teams of cultural anthropologists and Native people -- we will have a foundation from which to carry out these legal and policy mandates.

The establishment of an ethnographic data base would give us better understandings of the history of park lands and resources, would tell us what resources need to be protected and the most appropriate ways to provide that protection. They would also clarify the relationships of contemporary peoples to the parks. The NPS must know how living people who are traditional users of the park resources use and/or need access to those resources. For Native peoples, continued relationship with certain lands and natural resources is at the heart of their ability to continue as tribal people.

The need for an ethnographic data base for lands administered by the NPS is demonstrated by the example of the Big Cypress National Preserve (the Preserve) in southern Florida. The Preserve was established by an act of Congress in 1974, primarily for the purpose of preserving the natural environment of the lands and wetlands which comprise a major portion of the watershed of Everglades National Park. However, Congress also recognized that Miccosukee and Seminole Indians had been living for many generations in the area that was to become the Preserve and that their tribal cultures depended upon the use of the area and its renewable natural resources. Accordingly, the statute that authorized the establishment of the Preserve specifically provides that:

> "members of the Miccosukee Tribe of Indians of Florida and members of the Seminole Tribe of Florida shall be permitted, subject to reasonable regulations established by the Secretary, to continue their usual and customary use and occupancy of Federal or federally acquired lands and waters within the preserve, including hunting, fishing and trapping on a subsistence basis and traditional tribal ceremonies." 16 U.S.C. § 698j.

In May 1988, the NPS published proposed rules to regulate Indian use and occupancy within the Preserve. Our firm has represented both the Miccosukee Tribe and the Seminole Tribe in the matter of these proposed rules. We submitted comments on the proposed rules in which both Tribes stated that they were not opposed to the establishment of reasonable regulations if a genuine need to regulate Indian use and occupancy could be shown, and both Tribes offered to become directly involved in the administration of such regulations. Our comments also stated that we did not believe the rules as proposed were reasonable, in part because they were based on inadequate information. We argued that the proposed rules were fundamentally flawed in that they would have prohibited certain kinds of practices which the Tribes believe are included within the scope of "their usual and customary use and occupancy" and therefore are statutorily protected. We recommended that the NPS conduct an ethnographic study to determine the range of cultural and economic activities that should be considered to be "usual and customary use and occupancy."

Through negotiations with the NPS it became apparent that the NPS did not have an ethnographic data base that was adequate for the development of reasonable regulations, and the NPS did agree to conduct an ethnographic study. The scope of work for the study has been designed in consultation with both Tribes, and the study itself will soon commence. As a result of the inadequacy of the data base, it will be some time yet before there are rules in effect to regulate Indian use and occupancy of the Preserve, but, when the rules are finally promulgated, we anticipate that they will be acceptable to both Tribes. More importantly, the experience of conducting an ethnographic study in consultation with both Tribes will help the NPS to build a better working relationship with both Tribes. This will, in turn, serve the common interests of the NPS and the Tribes in protecting the environment of the Preserve.

We note that the proposed FY1991 National Park Service budget contains $156 million for the America the Beautiful initiative, an initiative designed to improve and expand the federal government's public land resources and facilities. This is an increase of $31 million over the FY1990 funding level for these activities. We strongly urge that Congress provide in appropriations and report language that the America the Beautiful effort is to enhance the cultural resources of the parks, including very specifically additional ethnographic work. We recommend a $1 million earmarking of America the Beautiful funds for ethnographic studies.

Thank you for your consideration of our comments. We hope they have provided necessary background and information to warrant this Subcommittee's recommendations of meaningful appropriations for tribal historic preservation grants and for ethnographic studies.

March 2, 1990

U.S. Congressman Sid Yates, Chairman
House Appropriations Committee
2234 Rayburn House Office Building
Washington, D.C. 20515

RE: U.S. Forest Service Appropriations

Dear Congressman Yates:

When discussing the U.S. Forest Service appropriations for 1991 during the House Appropriations Hearing on Public Lands slated for March 7, 1990, it is essential that Congress recognize the negative impact of Section 318 on unique, valuable public resources like the Elk River in southwestern Oregon.

In the past, the Forest Service has clearcut less than 200 acres per year in the steep, unstable slopes of the Elk River watershed. Under the Hatfield-Adams Rider, the USFS hopes to clearcut 600 acres of Ancient Forest this year alone. Thereafter, hundred of acres will be clearcut every year until all available Ancient Forest within the Elk River watershed is liquidated.

Scientists agree that impact on the water quality of the Elk will be unavoidable. The Forest Service hopes to "mitigate" damage to the annual $1,500,000. chinook salmon fishery by making some repair efforts. Meanwhile, the Wild & Scenic Elk River, designated because it is the most productive salmonid spawning stream of its size in the lower 48 states, lacks a Wild & Scenic Implementation Plan. Thus, buffer zones around the main stem and valuable spawning tributaries are uncertain.

In spite of warnings from geologists, biologists, fishery scientists and foresters, the Forest Service claims that the extremely unstable slopes of the upper Elk canyon must be clearcut in order to meet the timber quota mandated by Congress. Is it the intent of Congress to sacrifice the highly productive Elk River fishery for the sake of clearcutting rare Ancient Forests?

Congressman Yates: Page Two of Three

In a recent letter to Ron McCormick, Forest Supervisor for the Siskiyou National Forest, Oregon State Senator and Majority Leader Bill Bradbury says:

> "I sympathize with the pressure you of the Forest Service are under to meet the mandated targets, but I am unwilling to see the true water quality/salmon gem of the Oregon Coast destroyed in the process. I would hope that the Elk with its national and state wild and scenic status would receive special consideration to maintain its absolutely unrivaled productivity and beauty."

Friends of the Elk River, an ad hoc volunteer group of concerned citizens and organizations, have written the Elk River Salmon Conservation Area plan which addresses the protection of the fishery resources while outlining a strategy for the perpetual harvest of old growth timber and the development of a secondary wood products industry. This innovative plan is seen as a "demonstration project", a way to evaluate partial cutting on a 300-year timber rotation which will provide rare old growth timber to the local community forever.

The Elk River Salmon Conservation Area proposal creates adequate buffer zones to protect salmonid spawning beds, guarantees a supply of high quality wood to the secondary wood products industry and requires that all timber harvested in the 50,000 acre Elk River watershed be fully processed by local independent businesses.

In an interview with The Oregonian on February 20, 1990 on the topic of the Elk River Salmon Conservation Area plan, Cindy Enstrom (USFS District Ranger, Powers District) states:

> "'This looks like everybody's dream. Who wouldn't want this?' But she also has to meet the timber quota. Enstrom says there's nowhere else to go in the Siskiyou to find timber."

It appears that the high timber quota is forcing the Forest Service to emphasize clearcut logging over fishery, recreational and Ancient Forest fragmentation issues. This would suggest that the 1990 quota was too high.

Congressman Yates: Page Three of Three

The Friends of Elk River respectfully request that the House Appropriations Committee establish the Elk River Salmon Conservation Area as a demonstration project in the Forest Service appropriations for 1991. This project will provide an extremely valuable demonstration of alternatives for successfully managing the Elk River watershed so that all resources are protected and utilized.

The Elk River Salmon Conservation Area is endorsed by many organizations and individuals. Some of the organizations joining the Friends of Elk River are American Rivers, Inc., Curry Anadromous Fishermen, Confederated Tribes of Coos, Lower Umpqua & Siuslaw Indians, Hallmark Fisheries, Headwaters, Independent Troll Fishermen of Oregon, Kalmiopsis Audubon Society, Recreational Equipment Inc. (REI).

Oregon State Senator and Majority Leader Bill Bradbury says:

> "The proposal is exactly what needs to start happening throughout Oregon if we are to see employment maintained in the wood products industry, and support and development for other resources that are important to Oregon's economy as well."

Please establish the Elk River Salmon Conservation Area as a part of the U.S. Forest Service Appropriations for 1991. Thank you for your consideration of this matter.

Respectfully,

Georganne Houtrouw John W Houtrouw

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cc: U.S. Congressman Peter DeFazio
U.S. Congressman Chet Atkins
U.S. Congressman Jim Jontz
U.S. Congressman Bruce Vento
Oregon State Senator Bill Bradbury
Ron McCormick, Forest Supervisor
Cindy Enstrom, USFS District Ranger

SRM SOCIETY FOR RANGE MANAGEMENT

6512 ORLAND STREET, FALLS CHURCH, VIRGINIA 22043

March 9, 1990

The Honorable Sidney R. Yates
Chairman,
Subcommittee on Interior and Related Agencies
Committee on Appropriations
United States House of Representatives
B-308 Rayburn Building
Washington, DC 20515

Dear Mr. Chairman:

Because we were unable to be present at the Subcommittee's March 7 Hearing for outside witnesses on budget proposals for the Bureau of Land Management and the Forest Service, we ask that this letter summarizing the testimony we would have presented be made a part of the record of that hearing.

The Society for Range Management is an international professional society and conservation organization. Its 5000 members are dedicated to the advancement of science and art in wisely managing and using rangelands for sustained yield of all their values, while perpetuating healthy ecosystems for the future. The significant extent and substantial value of rangelands in the National Forest System and the Public Lands give the Forest Service and BLM budgets major impact on these objectives.

We view range management on the publicly-owned lands as one of the country's most significant and potentially cost-effective environmental programs. Sound management of the rangeland vegetation comprising over half the National Forest System and an even greater part of the Public Lands is essential to the maintenance of productive soils, clean water, wildlife and fish habitat, livestock forage and recreation environments. Unfortunately, expenditures for range management in both agencies have remained at a low or declining level for the past decade (based on data corrected for inflation). This has resulted in unacceptably slow progress in correcting unsatisfactory conditions where they exist on the ground. Enough progress has been made to demonstrate the effectiveness of scientific management, but neither agency has been furnished adequate professional personnel or funding to accomplish what they know how to do!

We recommend the budget estimate for the BLM's range management program be increased by at least $4 million; that increase should be used to strengthen permit administration, use supervision, monitoring, ***and allotment management planning. Wildlife habitat management funding should be strengthened by at least $3 million*** over the request; BLM has fallen behind the Forest Service in developing this key resource, despite improvement in the treatment of basic resources and the balance between them in the new budget proposal.

We recommend the budget estimate for the range management program on the National Forest System be increased by $3 million; that amount should be directed to the range vegetation management category to strengthen inventory, planning, plan implementation and supervision of range use, activities which have lagged badly during many years of severely deficient appropriations.

Concomitant increases in FTE allowances for both agencies are needed because successful range management depends heavily upon professional staff activity for its achievement. Estimates of FTE requirements even at the President's budget level are clearly inadequate.

The 1991 Forest Service budget proposal shows commendably improved balance between resource activities, but range management remains in a relatively disadvantaged position. The consequences of continued neglect of range management activities will extend to a full set of other values, including soil, water, wildlife, fisheries and recreation -all of which are components of rangelands and dependent on careful, professional management of the basic vegetation resource. None of these values can be successfully managed in isolation; they are interdependent one on the other. We are pleased to note substantially increased budget requests for wildlife and fish and for watershed management on the National Forests and National Grasslands. Because these functions are so closely interrelated with rangeland management, *we urge that the requested amounts be appropriated for fish and wildlife and for watershed.*

Last year, both agencies were directed to devote a specific amount to management of riparian areas. These are valuable resources where the consequences of use and misuse can often be seen earliest and easiest. But frequently the key to correcting problems lies in the management and treatment of the uplands. It is important that land and resource managers not be constrained from managing the riparian zones in their full context of watersheds or management units. We urge that the appropriations process direct attention to a continuing concern about streamside ecosystems, while directing evaluation and management in a broader context. It should be noted that upland range sites have a variety of values and outputs beyond their effect on riparian zones; they afford big game and bird habitat on a mammoth scale, while supporting the traditional domestic livestock use. These must not be overlooked or neglected in our fascination with narrower concerns.

Research to support rangeland management both on private and public lands has long been a Forest Service responsibility shared with sister agencies at USDA and state institutions. However, budgets of the past several decades have shown a decline in range research; the current request does nothing to reverse that trend. This is not to say the agency's scientists do not recognize the needs and opportunities. The recent (January 1990) publication *Rangeland Research - Past, Present, and Future* lays an excellent foundation for a revitalized range research program which could provide needed new tools for range managers.

Despite this opportunity for a resurgence of Forest Service leadership in range research, the budget proposal before the Congress would terminate or drastically reduce projects which are producing valuable, useful scientific information. The only range research project in the eastern U.S. - the range-timber ecology work at Pineville, LA under the leadership of the Forest Service's preeminent range scientist, would be terminated. Crippling reductions would occur in the game-livestock relationship project at LaGrande, OR, and the Riparian Impact studies in the California Sierras would be weakened severely, as would the Restoration of Semi-arid Watersheds work in New Mexico. *We recommend the cuts made in the budget request be restored, and that the Forest Service be directed to fund additional range research projects to the extent of $2 million, based on existing priorities and capabilities.*

Mr. Chairman, we cannot close without observing that the national investment in conservation, natural resource management and environmental improvement has been held for too many years at only one and one-half percent of federal outlays. Whether there really is a "peace dividend" or not, we suggest that this is the time to end this neglect of the heritage we will hand on to future generations. This goes for rangelands, and it goes for all our renewable natural resources.

Sincerely,

Ray W. Housley

Ray W. Housley
Washington Representative

ANIMAL PROTECTION INSTITUTE OF AMERICA
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Countess of Kinnoull

Statement of

Animal Protection Institute

before the
Subcommittee on Interior and Related Agencies
of the
House Committee on Appropriations
concerning

FY 1991 Appropriation
for
Research and Management Needs for
Recovery of the West Indian Manatee
by the
U.S. Fish and Wildlife Service

The Animal Protection Institute, on behalf of its 150,000 members, requests that the Subcommittee on Interior and Related Agencies include in its appropriations for the U.S. Fish and Wildlife Service $583,000 for manatee research conducted by the Sirenia Project, National Ecology Research Center, Gainesville, FL, and $315,000 for manatee management activities at the Jacksonville, FL, Endangered Species Field Office.

Threats to populations of West Indian manatees in Florida from boat and barge collisions, loss of habitat and, most recently, from exposure to cold weather, have placed the very survival of this species at grave risk.

It may be said that the manatee is a victim of its own biology. A "Manatee Fact Sheet" produced by the state of Florida describes the animal as having "no system of defense" and being "completely harmless." Their two-inch-thick hide and slow locomotion are no match for what can be described as their only predator: the boat.

Every year, manatees are killed in a variety of vessel-related accidents. The animals die from colliding or being crushed underneath barges and boats and from wounds inflicted by propellers. New records for vessel-related deaths have been posted in each succeeding year since 1987. Not surprisingly, perinatal deaths, those of newborn and infant manatees,

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have reached corresponding highs as records for boat kills are set. Statistics for 1989 are the most alarming since records have been kept. During that year, 173 manatees died in the southeastern United States. Of those, 51 deaths were vessel-related and 36 were perinatal mortalities.

Manatees also fall victim to other human-related forms of mortality. A major source of mortality, drowning or being crushed in canal locks or flood gates has been reduced greatly by equipment modifications. Entanglement in fishing and crab trap gear or ingestion of monofilament line accounts for a small number of manatees each year. Pollution and degradation of their habitat must certainly play a role in manatee mortality, although effects on the animals are unknown at this time.

A early winter die-off of at least 75 manatees in Florida from unusually cold temperatures has given 1990 manatee mortality statistics a grim head start. If last year's rate of death is added to deaths already suffered from the cold in 1990, 250 of these rare animals may die from a population of perhaps less than 1500 individuals.

Clearly, steps must be taken to reduce this appalling level of mortality. The Fish and Wildlife Service's West Indian Manatee Recovery Plan, concurred in by state and federal agencies, as well as conservation and industry groups, provides the framework for protecting this species. Identification, protection and monitoring of areas of special significance to manatees is vital to the effort. New manatee protection zones must be established, speed limits and zones for boaters must be set and shoreline development must be curtailed in order to best protect the manatee.

The state of Florida is currently considering a host of legislative and regulatory proposals to protect manatees. Most of them depend, in whole or in part, on accurate biological data concerning this beleaguered species. Research conducted by the Sirenia Project of the Service's National Ecology Research Center provides information that is vital to the wise use of scarce resources. Radio telemetry studies are necessary to assess seasonal movements and habitat use of the animals. This information is fed into a Geographic Information System developed by the Florida Department of Natural Resources, where it is combined with overlays of human population and land use data to provide insights into how and where human activities might be detrimental to manatees or their habitat.

Critical manatee management decisions are becoming increasingly site-specific in nature. Only by accurately predicting where the animals are likely to move can state and federal agencies make informed decisions concerning the establishment of boat speed zones and protected areas and targeting of enforcement efforts.

In a recent letter to Fish and Wildlife Service Director John F. Turner, the Marine Mammal Commission recommended that the Service commit $583,000 to the Sirenia Project for manatee research and $315,000 to the Jacksonville Endangered Species Field Office for management activities in Fiscal Year 1991. The Commission's letter is attached to this testimony and provides a breakdown of needed funds.

Separation of research and management funds by this Subcommittee is necessary to insure that both functions are adequately addressed by the Fish and Wildlife Service.

In the face of phenomenal human population growth and an attendant increase in waterfront development and recreational use in its geographic range, the future looks bleak for the manatee. Long term efforts on the part of state and federal wildlife protection agencies are necessary in order for healthy populations of manatees to survive into the next century. Monies appropriated by this Subcommittee for adequate research and management can make the difference.

Submitted by:

Nancy Daves Hicks
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Animal Protection Institute
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MARINE MAMMAL COMMISSION
1625 EYE STREET, N.W.
WASHINGTON, DC 20006

2 March 1990

Mr. John F. Turner
Director
U.S. Fish and Wildlife Service
Department of the Interior
Washington, D.C. 20240

Dear Mr. Turner:

As the Marine Mammal Commission has noted in numerous past letters to the Fish and Wildlife Service, levels of support for manatee research and management activities have been and are inadequate. In the past fourteen months, known manatee mortality in the Southeast United States has exceeded 250 animals--this out of a population that may well number less than 1,500 animals. Approximately one third of this mortality is directly attributable to human activity, primarily boat kills. Manatees cannot sustain this level of mortality and survive in the United States.

Escalating threats have made it patently obvious that recovery efforts must be strengthened. In recognition of this, a revised West Indian Manatee Recovery Plan was developed and subsequently signed by the Service in June 1989. The heads of twelve other Federal agencies, State agencies, and private organizations registered their concurrence by signing the Plan as well. Even though it oversaw the development and adoption of the Plan, the Service has yet to meet many of the essential research and management commitments described therein.

Informed management decisions cannot be made without accurate information on manatee habitat use patterns, movements, and population trends. Indeed, effective recovery efforts presuppose a strong and continuing commitment to research. Both the revised West Indian Manatee Recovery Plan and its predecessor clearly identify the importance of research in providing accurate, up-to-date information on which sound management decisions can be based. To date, the Service has not provided a level of support adequate to meet described research needs.

Although the Service recently provided an additional $80,000 to address management needs at a more appropriate level, repeated recommendations for substantially increased commitments to research were recently only partially answered with an additional $50,000.

In spite of support that has never been adequate, the Fish and Wildlife Service's Sirenia Project of the National Ecology Research Center is internationally recognized for its pioneering research in manatee life history, ecology, population, and radiotelemetry studies. The situation is so serious now, however, that it can no longer be effective if inadequately supported. The only approach which holds any promise of realizing progress is to do what is in the Recovery Plan.

The Commission, in consultation with its Committee of Scientific Advisors on Marine Mammals, has carefully reviewed the Recovery Plan and the needs described therein. Having done so, the Marine Mammal Commission recommends that the Service commit itself to carrying out a five-year research program at the following levels:

FIVE-YEAR RESOURCE NEEDS FOR MANATEE RESEARCH
AT THE SIRENIA PROJECT, NATIONAL ECOLOGY RESEARCH CENTER

	Fiscal Year				
Expenditure*	1991 $/FTEs	1992 $/FTEs	1993 $/FTEs	1994 $/FTEs	1995 $/FTEs
Salaries/benefits for existing permanent Sirenia Project Staff	$255K/ 6.5	$270K/ 6.5	$286K/ 6.5	$303K/ 6.5	$321K/ 6.5
Operational Support (Travel/Phone/Equipment maintenance, etc.)	40K/0	40K/0	40K/0	40K/0	40K/0
Radio Telemetry Studies (211)	135K/2	135K/2	135K/2	135K/2	135K/2
GIS development and Information Transfer (221 & 222)	30K/1	30K/1	30K/1	30K/1	30K/1
Develop and implement Techniques to estimate & Monitor Populations (41, 42)	20K/0	20K/0	20K/0	20K/0	20K/0

MANATEE RESEARCH -- Continued

Expenditure*	Fiscal Year 1991 $/FTEs	1992 $/FTEs	1993 $/FTEs	1994 $/FTEs	1995 $/FTEs
Life History and ecology studies (431-432, 433, 434, 435, 436, & 212)	103K/0	103K/0	103K/0	103K/0	103K/0
Subtotal (includes 3 new FTEs)	$583K/ 9.5	$598K/ 9.5	$614K/ 9.5	$631K/ 9.5	$649K/ 9.5

* Numbers in parentheses refer to Fish and Wildlife Service tasks described in the Revised Manatee Recovery Plan approved by the Fish and Wildlife Service

Reducing the number of manatees killed by boats and protecting essential habitat can be accomplished if critical management needs are met. Addressing these needs requires establishing and enforcing boat speed regulatory zones, directing new boating facilities away from habitat important to manatees, and protecting the most important manatee areas by giving them protected area status and by preventing the degradation of key habitat features. To carry out a management program having reasonable chance of undertaking the most critical activities, the Service must commit itself to a five-year program whereby funding and personnel for management tasks are supported at least at the following levels:

FIVE-YEAR RESOURCE NEEDS FOR MANATEE MANAGEMENT ACTIVITIES
AT THE JACKSONVILLE ENDANGERED SPECIES FIELD OFFICE

Expenditure*	Fiscal Year 1991 $/FTEs	1992 $/FTEs	1993 $/FTEs	1994 $/FTEs	1995 $/FTEs
Salaries/benefits for manatee co-ordinator and three assistants (** = major staff effort)	$205K/4	$217K/4	$230K/4	$244K/4	$259K/4
Operational support (Travel, supplies, etc.)	20K/0	20K/0	20K/0	20K/0	20K/0

MANATEE MANAGEMENT ACTIVITIES -- Continued

Expenditure*	Fiscal Year 1991 $/FTEs	1992 $/FTEs	1993 $/FTEs	1994 $/FTEs	1995 $/FTEs
Work with State & local officials on manatee protection plans (1221, 1222, 2231, 2232, 233, 239)	**	**	**	**	**
Section 7 consultations (1225, 2232, 2233, 311)	**	**	**	**	**
Develop rescue contingency plans for catastrophic events (15, 151, 152)	15K/0	15K/0			
Comprehensive review and Improvement of enforcement regulations (16, 161, 162, & 163)	25K/0				
Expand Education and Interpretation Work (171, 172, 173)	50K/0	75K/0	75K/0	25K/0	25K/0
Identify and Recommend Additional Federally-Designate Sanctuaries (234)	**	**			
Identify and Implement Protection needs at Key Manatee Habitat Locations (235)	**	**			
Develop Plans to Ensure Integrity of Artificial Warm Water Refuges (236)			25K/0	25K/0	

MANATEE MANAGEMENT ACTIVITIES -- Continued.

	Fiscal Year				
Expenditure*	1991 $/FTEs	1992 $/FTEs	1993 $/FTEs	1994 $/FTEs	1995 $/FTEs
Improve Techniques for monitoring population (42, 421, 422, & 411)	**	**	**	**	**
Subtotal	$315K/4	$327K/4	$350K/4	$314K/4	$304K/4

* Numbers in parentheses reference Fish and Wildlife Service tasks described in the Revised Manatee Recovery Plan approved by the Fish and Wildlife Service

In summary, annual financial and personnel needs over the next five years for research and management activities related to the protection and recovery of the West Indian manatee are:

1991	1992	1993	1994	1995
898K	925K	964K	945K	953K
13.5 FTEs	13.5 FTEs	13.5 FTEs	13.5 FTEs	13.5 FTEs

Pursuant to section 202(d) of the Marine Mammal Protection Act, the Marine Mammal Commission recommends that the Service commit itself to a five-year program of support for manatee research and management activities at the levels indicated above.

Section 202(d) of the Marine Mammal Protection Act sets forth a statutory mandate requiring that "any recommendation made by the Commission to the Secretary...shall be responded to within one hundred and twenty days after receipt thereof." If the Secretary chooses not to adopt the Commission's recommendation, the Service is required by law to provide the Commission "...a detailed explanation of the reasons why those recommendations were not followed...", and we are, in turn, required to make known those reasons to Congress.

We look forward to discussing manatees with Mr. Edwards at the Commission's 8-10 March 1990 Annual Meeting in Honolulu, Hawaii.

Thank you.

Sincerely,

John R. Twiss, Jr.
Executive Director

Working for the Nature of Tomorrow.
NATIONAL WILDLIFE FEDERATION
1400 Sixteenth Street, N.W., Washington, D.C. 20036-2266 (202) 797-6800

COMMENTS OF
STEVEN N. MOYER
ON BEHALF OF
THE NATIONAL WILDLIFE FEDERATION
BEFORE THE
HOUSE APPROPRIATIONS SUBCOMMITTEE ON INTERIOR
REGARDING APPROPRIATIONS FOR
THE U.S. FISH AND WILDLIFE SERVICE
FOR FISCAL YEAR 1991

March 7, 1990

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On behalf of the National Wildlife Federation (NWF), I thank you for the opportunity to present this testimony regarding the Fiscal Year (FY) 1991 appropriations for the U.S. Fish and Wildlife Service (FWS). The responsibilities of this agency are among the most important of all the federal natural resource management agencies to the 5.8 million members and supporters of NWF.

The NWF commends the Bush Administration for submitting a funding request for the FWS for FY 1991 which is far more responsible than any of those of the previous Administration. However, to provide the wetlands protection component of the President's stated goal of achieving no net loss of wetlands, for improving management of nongame resources and recovery of endangered species, for protecting fisheries resources threatened by unmitigated hydropower development, and for improving the research capabilities of the FWS, numerous shortfalls exist within the Administration's request that require the Subcommittee's attention. Our recommendations for rectifying these shortfalls are set out below. A table, summarizing our recommendations, is appended to this statement.

Fish And Wildlife Management Enhancement Two of the largest gaps between resource need and Administration request are the hydropower relicensing and Section 404 (Clean Water Act) activities of the Enhancement Division. These activities are vital for protecting fish and wildlife resources around the Nation, yet they are severely underfunded by the Administration's request. First, the FWS faces a staggering workload of hydro project license and relicense consultation. This "problem" is a golden opportunity to enhance fisheries protection through the authority of the Electric Consumers Protection Act of 1986. Some 200 licenses expire between 1991 and 1995, relicensing of which will require substantial numbers of new personnel with fish and wildlife expertise to provide adequate resource protection. Yet the Administration's response is to cut $250,000 from this activity.

Similarly, the Administration failed to boost substantially the Section 404 wetlands permit consultation resources of the FWS, even though the FWS has unique expertise for protecting fish and wildlife values of wetlands through the FWS's Fish and Wildlife Coordination Act authority. Each year the FWS faces over 11,000 Section 404 permit applications, of which a recent study found that over 3,000 were not reviewed primarily because of inadequate funding. (Fish and Wildlife Service Five-Year Needs Assessment: National Fish And Wildlife Foundation, 1988). The NWF recommends adding to the Administration's Enhancement request $2.1 million for hydro coordination and $1.0 million for Section 404 permit review under the Permit Review program of Ecological Services. The success of the FWS's anadromous fish restoration projects and waterfowl management efforts depend, in large part, on these funding enhancements.

We also support the Administration's efforts to strengthen FWS wetlands programs through proposing a $2 million increase for the National Wetlands Inventory and a $2 million increase for agricultural wetlands restoration. Restoration of wetlands on Conservation Reserve Program and Farmers Home Administration inventory properties is a cost-effective means for increasing the Nation's wetlands base. Increasing the rate of National Wetlands Inventory mapping, and expediting the production of the "Status and Trends Report" as recommended by the National Wetlands Policy Forum, are other important ways in which the FWS could contribute to the no net loss of wetlands goal.

We are pleased that the Administration's FY 1991 Endangered Species program request is greatly improved over the previous requests. However, with a backlog of almost 4,000 candidate species awaiting listing, and only 331 recovery plans thus far completed, a far more aggressive approach is required. NWF supports the recommendations prepared by the Natural Resources Defense Council to fund the Endangered Species program at the authorized level of $39 million, and to fund the Section 6 program at the authorized level of approximately $17 million.

Fisheries We are pleased with this year's improvements in the Administration's request for the Fisheries Division, but urge the Subcommittee to strengthen support of the program. Development of the National Recreational Fisheries Policy, the pressing needs of west coast salmon stocks, the challenges of managing the Great Lakes fish stocks and providing adequate sea lamprey control, and implementation of the Atlantic coast striped bass conservation laws present substantial challenges for effective fisheries management by the Fisheries Division. For these reasons, we support the Administration's requested increases for hatchery operations and for the Fish and Wildlife Management Assistance programs. Further, we recommend an increase of $3.7 million above the Administration's request for the Fisheries program, for a total of $57.3 million. We recommend this increase be used for the following:

- $2.0 million for Hatchery Operations. FWS hatcheries are suffering a lack of operational funds in some areas of the country and are being forced to re-program valuable maintenance monies to cover this shortfall. This addition would help to defray the escalating operational costs.

- $500,000 for Pacific salmon restoration efforts. Several stocks of steelhead, chinook, and sockeye salmon are at very low levels in the Sacramento, Columbia, and Russian River basins, and require additional conservation measures. Habitat improvements, population assessments, and research on spawning requirements are some of the activities requiring additional funds.

- $1 million for implementation of fisheries management plans on National Wildlife Refuges. Congress enacted a $200,000 appropriation for this effort in FY 1988 and again in FY 1989. Although work is under way on implementation, a substantial increase is needed for FY 1990 to expedite work on the 77 refuges where plans have been completed but implementation has not.

- $200,000 for restoration of funds for the fisheries training academy at Leetown, West Virginia. Restoration of these funds is vital for allowing the training program to continue providing service to Tribal, state, and federal fisheries managers.

Research and Development The FWS research programs are essential to the effectiveness of the agency's management efforts. This year, the NWF is particularly concerned with research funding for wetlands and fisheries. We strongly oppose the Administration's proposed cut of $1.5 million from this program, and recommend its full restoration. In particular, the NWF urges restoration of funds for publication of the Fisheries and Wildlife Review, nongame research, Southeastern in-stream flow study, Albemarle Sound and Roanoke River striped bass study, and the Swan Falls (Idaho) Agreement fisheries study.

Additionally, the NWF supports the Administration's request for the $650,000 increase needed to fill existing vacancies in the Cooperative Research Unit program, and urges the Subcommittee to provide an additional $150,000 to establish a Wildlife Unit in Hawaii. Further, we recommend addition of $1 million for basic instream flow modeling research for eastern coolwater and warmwater streams and development of a response team capability to assist in development of recommendations for hydro review work in the northeast.

Anadromous Grants The NWF also continues to support the FWS's role in interjurisdictional fisheries management through funding of the anadromous fish grants program. The Administration again has requested no funding for this program, but the NWF recommends funding it at $3.0 million, $500,000 of which should be allocated to the striped bass research program.

North American Wetlands Conservation Fund The NWF was a strong supporter of the authorizing legislation for this program and we support the Administration's request for full funding for it, $15 million of which would be through annual appropriations. These funds will be put to work in protecting, restoring, and enhancing wetlands throughout North America, primarily in fulfillment of the North American Waterfowl Management Plan.

Land Acquisition This year marks the 25th anniversary of the Land and Water Conservation Fund (LWCF). On this anniversary, and in light of the many pressing resource needs on which these monies are spent, we believe it especially appropriate to give a major boost to this year's LWCF allocation to the FWS. The NWF and 19 other conservation organizations have developed a set of recommendations for land acquisitions for federal agencies, including the FWS, which is contained in the report titled, "The Conservation Alternative for Fiscal Year 1991." This report demonstrates acquisition needs of $253 million for the FWS. We support the conclusions of this report.

National Wildlife Refuge Fund The NWF strongly urges that appropriations from the Refuge Revenue Sharing Account be made available to fully compensate counties for tax revenues lost from lands that are part of the National Wildlife Refuge System. The Administration request for FY 1990 is $12.6 million, including net refuge sales receipts. According to FWS estimates, this total is only 75% of the amount needed to fully fund the account. Therefore, the NWF recommends an addition of $4.3 million to the Administration's FY 1991 request to provide full compensation for lost tax revenues.

Fish and Wildlife Conservation Act/Nongame Conservation The Fish and Wildlife Conservation Act of 1980 is intended to facilitate the development of comprehensive state wildlife management plans for game and nongame species. Since its passage in 1980, this important Act has never been funded and, again, the Administration is not requesting funds for FY 1991. The NWF strongly recommends the addition of $5 million to the FWS's budget to fund the Act in order that comprehensive planning can begin.

Furthermore, the Administration is proposing unwarranted cuts in funding levels which are already insufficient for the FWS to implement an aggressive, ongoing nongame conservation program. Therefore, we recommend restoration of proposed cuts and addition of funds totalling $850,000 for nongame research and $850,000 for nongame management.

National Fish and Wildlife Foundation Established to encourage private contributions to federal fish and wildlife management, the National Fish and Wildlife Foundation has been an extremely successful program. The NWF supports the Foundation and we recommend adding $2 million to the administration's request to fully fund the Foundation's authorized level of $5 million.

Office of Training and Education FWS is embarking on an important expansion of its training and environmental education capabilities, now housed in the Office of Training and Education. The NWF supports this expansion because of the long term benefits it will provide to state and federal resource management agencies, Tribal resource managers, and the public. The Office requires a boost in funds to enhance its program development capabilities. Thus, NWF supports the additional $850,000 needed to fund the 9 new FTE's required for the Office to be effective in developing its plans.

Ramsar Convention Implementation The NWF supports expeditious implementation of the Ramsar Convention for protection of wetlands of international significance. Increasing the rate of implementation will require an increase in the U.S. contribution to the program in FY 1991. Therefore, the NWF supports an increase of $50,000 above the Administration's request for the Office of International Affairs to enable this office to make a larger contribution to this vital international wetlands protection effort.

Thank you for the opportunity to provide this testimony.

Table 1. Summary of National Wildlife Federation's recommendations on FY 1991 Appropriations For The U.S. Fish and Wildlife Service.

Program	Recommended Changes to Administration's FY91 Budget Request (1000 Dollars)
A. Fish and Wildlife Enhancement	
Endangered Species	+6,600
Section 6	+11,000
Ecological Services	+2,200
Hydro project review	+1,200
Section 404 permit review	+1,000
Agricultural wetlands restoration	support
National Wetlands Inventory	support
B. Fisheries	+3,700
Hatchery Operations and Maintenance	+2,000
Pacific Salmon restoration	+500
Fisheries Training	+200
Refuge Fisheries Management	+1,000
C. Research and Development	+2,650
Cooperative Research Units (add HI Unit)	+150
Fisheries and Wildlife Reviews	+565
Southeastern In-Stream Flow	+300
Swan Falls (ID) Fisheries Agreement	+525
Albemarle Sound/Roanoke River (striped bass)	+350
Instream flow research/ response team	+1,000
D. Construction and Rehabilitation	
Anadromous Fish	+2,500
Striped Bass	+500
E. North American Wetlands Conservation	support
F. Land Acquisition	+196,000
G. National Wildlife Refuge Fund	+4,300
H. National Fish and Wildlife Foundation	+2,000
I. Fish and Wildlife Conservation Act of 1980	+5,000
J. Nongame Conservation	
Nongame Research	+850
Nongame Management	+850
K. Office of Training and Education	+850
L. Ramsar Convention Implementation	+50

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For hearing record open one week after March 7, 1990. Interior appropriations sub-committee; the Honorable Sidney Yates, Chairman

From: The Citizens' Planning Coalition (District of Columbia) spokesperson
Virginia W. Gaddis.

We support the National Park Service request for funds for purchase of the rail corridor known as the Georgetown Branch Railroad, to be incorporated into National Park land in the District of Columbia.

We have ascertained and want to emphasize that DC Council Resolution 8-189 asks that uses for this land be consistent with the District Comprehensive Plan--which under the open space category includes rails uses, recreation, and environmental protection.

Council member Hilda Mason, introducer, included this information in the Council record, and subsequently in letters to the National Association of Rail Passengers.

Our strong preference is maintenance of the rail component of this linear land, an invaluable federal, regional and local asset. Its value as integrated rail extentions from Georgetown into Bethesda, and Silver Spring and traversing as it does, scenic land areas and Palisades, and connecting population centers is evident.

Economic interests at all three areas can be served. One terminus, K Street in Georgetown, can have good potential connections to Kennedy Center, downtown, Foggy Bottom Metro, and Watergate complex, Georgetown waterfront.

A parallel bike path would be a good recreational adjunct for the train. With this added land the Park Service should be able to find comfortable space next to the tracks for this bicycle trail (which they say would alleviate congestion on the tow path).

We completely oppose any move to remove the tracks (upgraded in 1979--still in very good condition) (where they have been temporarily removed, they are under ICC mandate to return, for a rail option).

Trail users argue that if train and trail need to share the right of way, there will be a need to remove trees. Obviously the train does not require the removal of trees. The track is clear. It is the trail that is perceived that would need to remove trees. A paved area of 10 to 12 feet (the equivalent of a road) is what the cyclists are seeking. They do want to pave the tracks.

Meanwhile Georgetown Branch Railroad Inc., has proposed an historic recreational rail program for the track, with some scheduled trips. Farther along we could hope for a trolley or light rail connection or a continuous passenger rail line of low impact. Rail is fairly assured from Silver Spring to Bethesda.

We believe the environmental assets and people-moving combination of rail-trail will be resource conserving, economy building, and air quality improving as it gives auto alternatives for people of all physical abilities, ages, and inclinations, throughout the corridor.

I am enclosing transcribed remarks of those extemporanenous speakers who addressed the City Council on January 9,1990 (whose remarks were not in the printed hearing record).

Testimony of Kingdon Gould before Committee of the Whole, District City Council January 9, 1990 on P.R. 8-296 - 8-189 (oral, transcribed, extemporaneous)

Thank you for allowing me to appear before you today. I'm here to give you some background information about this extraordinary piece of land and about my involvement with it and then to urge the adoption of this resolution as it might be amended by the commission.
Perhaps I can begin by showing the Council this map of the right-of-way.

Actually by using this term right-of-way I might be in error. It is not a right-of-way but a strip of land extending from Silver Spring southwest through Montgomery County along the District line and then along the Potomac River and C&O Canal to K Street, under the Whitehurst Freeway. The portion in the District of Columbia is approximately 34 acres.

For many years a railroad was operated on this piece of land on this Georgetown spur, and it brought coal down to an electric generating plant at K Street. That was its major function. About 3 or 4 years ago CSX filed an abandonment proceeding before the Interstate Commerce Commission.

We intervened in that abandonment proceeding because it would have allowed that corridor to be segmented, sliced up like a piece of baloney and sold off in little segments which would have destroyed the throughness of the corridor. In this day and age a corridor of this nature is an extraordinary value entering into any urban area. It would be impossible to recreate a continuous corridor run from K Street to Silver Spring.

It seemed to me it would be the height of folly to allow such segmentation of such an extraordinary piece of land which you can see connects not only Silver Spring to the District but also intersects Rock Creek Park. It makes a loop almost all the way down from Rock Creek Park, so that you can again meet at the bottom of Rock Creek Park at K Street. There are important aesthetic reasons for the preservation of this land just as it is.

There are important recreational possibilities for this land. And it seemed to me that in the future this land could constitute a corridor that might be needed for utility, for rail passage or some other use--levitation trains, subway or some other use; laser technology transmission lines, or uses we can not even imagine today, but that will be a physical need for a corridor to accept this future use. Therefore we intervened in the abandonment proceedings.

The abandonment proceedings took about two years with our intervention. The big issue was the question of price and who would acquire the land ultimately. It was my hope that the land could be acquired by the National Park and Planning Commission, which I believe was the entity which originally acquired Rock Creek Park. However that proved not possible.

The price was also quite high. At one time it was 65 million dollars for the entire line. However partially because of our intervention in the abandonment proceeding, we were able to mount a very felicitous solution to that portion of the land in Montgomery County, and it was acquired by the Montgomery County, Department of Transportation at a price of 10 million. That transaction closed last year. That left the the portion as you can see from the District line to K Street.

This price was substantially under the price that had been originally sought by CSX and was partially the result of our intervention in the abandonment proceedings.

We had an option at that price. The National Park Service Department of the Interior supported this before the Congress and legislation for this amount was introduced. However during the compromise between the House and Senate versions the amount was reduced to four million dollars and that resolution passed. Because of internal requirements of CSX it was not possible to extend the option beyond 1989. The Park Service did not have the money necessary to purchase. The price seemed appropriate.

The land is extremely important to the District of Columbia and the people who live in this area and beyond that to the nation as a whole; and therefore acting as a type of intermediary, we, our family created with the assistance of counsel, a foundation known as the Georgetown Branch Foundation.

We provided the funds to enable the Foundation to settle, the intention being only to see that this land get into the hands of the federal government and that it be preserved as a corridor into the future for the people of this country and this city. We will again hope that the Congress will appropriate the funds that will enable the action to be completed.

We are delighted that the property is now in the hands of the Park Service and have much hope that this committee will lend its weight by passing this resolution to encourage the Congress to fund what is a really significant addition of important land for this city.

DC City Council

March 7, 1990

Committee of the Whole - Public Hearing on P.R. 8-296
Oral testimony (extemporaneous, without copies) of
Mr. John Sery, President, Georgetown Branch Railroad Inc.
January 9, 1990

My name is John Sery of the National Historic Railway Society. We are the group that originally proposed the excursion train; and I also thank Mr. Gould, for what he has done; but I also want to point out it was our group that brought Mr. Gould into these negotiations. I think we have had a major part in this too.

We're just saying "Don't cut out your options at this time." I would be willing to reassess this situation if engineering studies showed you absolutely could not have rails and trails. But, contrary to what you have heard, there have been no studies done to show this is an impossibility. You have just had people making hypothetical statements saying, "We don't think it can be done."

We are saying that this really is an important historical park of the District's history and the District's C and O Canal.

We don't think our revenue projections were overly optimistic. We have never asked a cent from the Parks Department. We told them we would be responsible for running the trains; we would be responsible for maintaining the right-of-way without one cent from the District or the Park Service.

We are just saying--give us a chance to show you that this can be done. We have absolutely agreed, as in the county, that you can have rails with trails. I would like to submit to the council a copy of the study done by Rails to Trails conservancy, which said it is actually a unique and valuable idea.

So we are basically saying we have the manpower, we have the know-how to do this; we do feel you have hundreds of miles of bike trails in the area and not one mile of historic excursion railroad.

The president of the Montgomery County Council, William Hanna has come out strongly in favor of the idea of preserving part of the county's history by having historic rail--so we're just saying, "Don't cut us out of the resolution at this point. We agree with you--let's pressure for the money from Congress but let's come back and look at the issue more closely. Let's come back after there's been an engineering survey that says, there is not enough room. We believe there is enough room.

END OF HEARING.

Testimony Presented
to the
Interior Subcommittee
# of the
HOUSE APPROPRIATIONS COMMITTEE
on
FOREST SERVICE TIMBER SUPPLY

by the

Timber Association of California

March 8, 1990

TIMBER SUPPLY
U. S. FOREST SERVICE
REGION 5

The Timber Association of California (TAC) is a trade association whose members grow, harvest, and convert timber for wood products. TAC members purchase and harvest approximately 80% of the timber that is harvested from the national forests of California each year. TAC represents those members with the Forest Service in Region 5 and, as necessary, with the national office of the Forest Service.

DEMAND

Demand for wood products, both nationally and in California, remains high. Recent market reports from the Western Wood Products Association indicate that current shipments and orders are even higher for this period than they were during the comparable period a year ago. The demand for timber is a function of the demand for all wood products, so the demand for timber continues at an almost unprecedented level.

This high market demand is not new. It has been with us almost constantly since the recovery of the housing market in the mid-1980's. Since 1984, the Region 5 (California) timber sale program for the Forest Service has not kept pace with the demand.

During the six year period from 1984 through 1989 inclusive, timber harvests from the timbered forests in California totaled 11.278 billion board feet, or an average of 1.88 billion board feet per year. During that same period, sales of timber totaled 9.782 billion board feet, or an average of 1.63 billion board feet per year. The sales figures are "accomplishment" volumes as reported by the Forest Service and, therefore, contain some reported volume that did not actually change hands. The fall-down between sales and harvest of almost 1.5 billion board feet represents almost a full year's sale program at past levels and probably at least a full year's sale program at current levels of Forest Service activity.

TAC has estimated that as of January 1, 1990, purchasers in Region 5 have only a 1.1 year supply of Forest Service timber uncut under contract, and that the volume under contract is shrinking at an alarming rate. At the current rate of harvest and sales, there will be less than 9 months of volume available under contract by the end of 1990.

Unfortunately, those figures are averages. Averages are made up of extremes in both directions. Obviously, there are mills whose economic viability for 1990 is in immediate jeopardy.

These kinds of shortages will inevitably transfer to the consumer in the form of shortages and increased costs of goods and materials. The ability of private lands to make up the difference is limited, and the potential for increased production from non-industrial forest lands has, in our opinion, been overstated. The more we grow to depend upon imports from abroad, the more we exacerbate our unfavorable balance of trade and export American jobs to other countries.

As a major forest owner, the U.S. Forest Service should meet its obligation to provide its fair share of the wood product necessities for the citizens of the United States. Wood products are not limited to lumber, plywood, and newsprint. Wood products and derivatives touch the daily lives of each American in dozens of ways in the areas of packaging and labeling, communications, transportation, food and clothing, convenience, and health and hygiene.

PRESSURES

The pressures for alternate uses of forest land have increased exponentially during the past several years. Furthermore, the process-oriented nature of the development of forest plans and, in some cases, even the implementation of those plans, has made them subject to endless challenges in the form of administrative appeals and lawsuits. Worse yet, the Forest Service, after having survived many of those challenges, is now "gun-shy" about exposing itself to further such actions and tends to be over-cautious in its preparation of environmental analyses and statements.

In addition, changes in the reporting system have tended to confuse the picture as to the volume of timber that has actually been sold on the market. For example, one Region 5 National Forest has reported FY 1989 timber sale "accomplishments" of 90 million board feet (MMBF), but we find that only 51 MMBF actually changed hands and became available for harvesting. 14 MMBF were offered but failed to attract any bids, 20 MMBF were deferred because of problems with spotted owl management, and 5MMBF were cull logs and firewood.

TAC is currently in the process of trying to determine to what extent this type of reporting has distorted the "sell" picture throughout the region. We readily acknowledge that the Forest Service and its people should have accomplishment credit for the work that they do, but we feel that the reporting should be done in such a way as to fairly present the true picture of the volume which has become available in the marketplace.

SUPPLY

The commercial forest lands of California's national forests are capable of producing at least 1.8 billion board feet (BBF) annually. In fact, they could produce as much as 2.2 BBF annually without violating the necessary provisions of environmental protection. We recognize, however, that there are tremendous demands on them to supply a number of amenities that the public has come to expect. However, the wood products and derivatives that are so essential to our daily lives should not be overlooked in the equation. We are rapidly approaching the point where we must make some "either-or" decisions. TAC urges this committee to carefully consider the dwindling supplies in America's wood-basket marketplace before approving any further reductions in the available supply of timber from the national forests.

Specifically, the timbered forests of Region 5 can support a sustained harvest of 1.8 BBF in perpetuity while providing a high range of amenities and maintaining the necessary level of environmental protection. Authorizations for any lesser volumes will exacerbate the supply and cost problems that now exist and contribute further to inflation and the unfavorable balance of trade.

SALVAGE

California seems to be entering a fourth year of drought. We are rapidly nearing the end of the water year, and water supplies in the mountains are only about 60% of normal. Reservoirs are low, and some communities have already announced rationing programs.

These conditions lead to a weakened physical condition of the timber. When trees are weakened by "moisture shock," they are unable to bring their natural defenses against insect and disease attack to bear. As a result, forest pests that exist at endemic levels in a healthy forest build up to epidemic levels in a moisture stressed forest.

California's forests are experiencing an infestation of tree-killing insects in epidemic proportions. TAC estimates that the dead or dying timber as a result of this build-up is now nearly equal in proportion to the amount of timber that was killed much more dramatically during the 1987 fire siege. The difference is that the fires went out; the insects continue to build up.

The Forest Service is shifting its timber sale preparation efforts to salvage sales as much as possible. Salvage is necessary in order to keep the dead timber from going to waste and to help control the spread of the infestations. However, because of the emergency nature of the salvage program, it must be accomplished quickly if it is to be effective. Preparation time for most timber sales is from three to five years. The salvage sales must be prepared within a year or two at most. Thus, the efforts that are going into normal preparation for sales in the three to five "out year" range must be shifted to the current year in order to accomplish the needed salvage program.

There are two results. The Forest Service must do more work in a shorter time in order to sell significant amounts of salvage timber. This transfers into a need for additional funding. In addition, the advance preparation work that would normally be put into the "out year" programs is delayed, with the potential to further jeopardize the timely execution of those programs when the time comes.

TAC urges the committee to recognize the unique needs created by this epidemic insect infestation and to work with the Forest Service in providing the necessary wherewithal to salvage the dead and dying timber and, at the same time, maintain the necessary base for preparation of sales in the future.

TAC thanks the committee for this opportunity to comment.

TAC/3/8/90

SIERRA
CLUB

730 Polk Street San Francisco, California 94109 415 · 776 · 2211

March 14, 1990

Chairman Sidney R. Yates
Subcommittee on Interior Appropriations
U.S. House of Representatives
Washington, D.C. 20515

RE: Forest Service Fund Diversion

Dear Chairman Yates:

According to our understanding, appropriations to the Forest Service carry a line item for trail maintenance and construction, and these moneys are allocated to all the forests in the system.

In the Angeles National Forest, the money may have been transferred to other accounts to pay expenses unrelated to trail maintenance and construction. From the information in the attached letter to the undersigned, written by Charles Jones in consultation with Congressman Gallegly, it cannot help but be inferred that this situation may be occurring in all national forests.

The Sierra Club would appreciate your consideration and submits this request with the attached letter to be entered in the hearing record for the FY 1991 Appropriations.

As always, the Sierra Club appreciates your attention to this matter.

Sincerely,

Sally M. Reid

Sally M. Reid, Director

Attachment: Letter to Sally M. Reid from Charles Jones, San Gabriel Mountains--Trail Builders, dated March 9, 1990.

SAN GABRIEL MTNS-TRAIL BUILDERS
A Volunteer Public Service Organization Dedicated to Building & Maintaining Hiking Trails
11216 Tujunga Blvd, Tujunga, CA 91042

March 9, 1990

Mrs. Sally Reid, Director
Sierra Club
408 C. St. NE
Washington DC 20002

Dear Sally,

This letter summarizes our findings on Forest Service expenditures and budgets for maintenance and construction of hiking trails in the Angeles Forest.

Condition of hiking trails in the Angeles has deteriorated steadily in the past 12-14 years. Forest Service has explained that this is due to a lack of funding for trails by Congress. Our volunteer trail building group was formed to maintain the trail system because the Forest Service simply was not doing the job. We have repeatedly asked the Service for support - for tools, materials and a vehicle. We were refused on the basis that the Forest Service has no funds for trails.

Last September we asked under FOIA for the Angeles budget for trails. We found that in fiscal 1989 a sum of $346,000 was available for trail maintenance and $134,000 for new construction, a total of $480,000. Very little of this has reached the trails as physical work. A District Ranger estimated that San Gabriel Mtns-Trail Builders performs 70% of all trail work in the Angeles. Most of the balance is done by other volunteer groups. Last year our budget was $2500, all from private donations. For this sum we do most of the work actually done in the forest. What does the Forest Service do with it's allocation of $480,000? Since volunteers are virtually the only productive factor on trails, why doesn't the Forest Service support them?

We posed the following question directly to Dick Benjamin, Assistant Regional Forester, "With a trail budget of $480,000 in the Angeles, why doesn't some of this reach the trails?" His reply was that the Forest Service had authority to use budgeted funds for other purposes that they feel have higher priority and that trails have a low priority. This statement may be interpreted as meaning the following:

1. That funds budgeted for trails in the Angeles have indeed been diverted to other uses.

2. That the Forest Service substitutes its priorities for those set down by Congress.

3. That this practice is both accepted and common within the Region and probably within the entire Forest Service.

Although complete details on how trails funds were expanded have not been made available, Forest Service has provided the following for FY 1988:

	Budget	Expenditures
New Construction	$102,000	
Fish Canyon Trail (Contract)		$ 11,000
Millard Trailhead (Contract)		67,000
East Fork Trailhead (Contract		24,000
	$102,000	$102,000
Maintenance	$340,000	
Contract		$ 69,000
Distributed to Districts		220,000
	$340,000	289,000
TOTALS	$442,000	$391,000

New construction in Fish Canyon was a short trail segment intended to give access to Fish Creek Falls. The trail was routed high on steep, unstable canyon walls to by-pass the canyon bottom (where the Forest Service owns a right-of-way) so as not to interfere with commercial mining. Three weeks after completion, the new trail segment was impassable and dangerous due to slides. It has been closed. It was a trails expense, but also a fiasco.

Millard construction was for a cement block, two vault toilet and paved parking. Contrary to Forest Service designation, Millard is not a trailhead. No trails originate or pass through the site. Millard is a campground/picnic area on Millard Creek. It is also a scenic (Millard Waterfall) and water play area. Visitation is high, and unlike trailheads, some visitors spend the day there. There's an obvious sanitation problem; toilet facilities were needed. However, funds should come from campground or facilities budget, not from trails. Forest Service has developed a procedure for by-passing complications and formalities of requesting reprograming. They simply build the facilities with trail funds, and report it as trailhead construction. Millard is a clear case of diversion of funds away from trail use, and falsely reporting them as having been spent on trails.

East Fork situation is not as clear-cut as Millard. It is located on the east Fork of San Gabriel River. It is a trailhead for East Fork and Heaton Flats Trails. It is also a water play area and a Ranger Station. It has high visitation especially for water play. Although it can be argued that these are at least partially trailhead facilities, the overwhelming need is to service water play and picnic visitors.

It is well known that hiking trails have deteriorated badly in not just the Angeles, but in all National Forests. It is reasonable to believe that conditions which have caused trail deterioration in the Angeles are prevalent throughout other Forests. Supervisors blame trail deterioration on inadequate funding. (See L.A. Times Editorial - "Trail Maintenance Long Overdue - Appendix B) In the Angeles it is not possible to know whether or not trail funding is adequate until the Forest Service stops diverting budgeted funds to other uses. Diversion of funds is the primary reason for deterioration of trails. Neglect of the trail system may be due to mismanagement, may be deliberate, or both. The result is public complaint to Congress. Congressman Jontz stated in a speech calling for Forest Service reform, "We cannot allow the Forest Service to manage an issue into a crisis and then expect Congress to rescue them through an appropriations bill". (See Appendix C)

Money drives the Forest Service. Its primary focus is on its sources of money, Congress and sale of timber and range rights (see note below). Circumstances surrounding the trail deterioration suggest that neglect may be deliberate manipulation of Congress to increase the overall Forest Service budget. At this point, however, there is no indication that any increase in the budget for trails would actually reach the trails.

To solve the trail problem in the Angeles, San Gabriel Mtsn-Trail Builders are proposing a program to utilize trail funds more effectively. The proposal is still in early stages of formulation. A rough draft containing salient points is included as Appendix D.

Sincerely,

Charles B. Jones

Charles B. Jones, Chairman

NOTE: Sale of timber and range rights is of little or no significance in the Angeles Forest. However it is very important in some other Forests. Sales of timber belonging to the public are means by which the Forests may increase their budgetary funding whether or not they are ecologically destructive or must be subsidized by public funds. As long as the Forest Service profits from sale of timber and range rights it cannot be trusted as a conservator of our public lands.

EDITORIAL: - LOS ANGELES TIMES, THURSDAY, OCTOBER 12, 1989

Trail Maintenance Long Overdue

While the U.S. Forest Service wastes tens of millions of dollars every year building roads into timber-harvest areas that lose the government money, it has allowed the national forest trail system to deteriorate at an alarming rate. Recreation for the public is taking a back seat to the illogical and uneconomic subsidization of private timber companies.

In response to questions from Congress' General Accounting Office, the Forest Service blames lack of funds over the past decade for a $195-million backlog in needed maintenance and reconstruction of recreational trails totaling nearly 60,000 miles. The inadequate funding has been exacerbated by the loss of experienced employees who have been transferred from trail maintenance to other programs, according to the accounting office.

Actually, the Forest Service, an agency of the U.S. Agriculture Department, did not really know how bad the trail maintenance situation had gotten because it did not even collect such data. The GAO got the information by sending questionnaires to the supervisors of all 121 national forests. In the Pacific Southwest Region, which includes California, about 7,000 miles of trail needed work or reconstruction at an estimated cost of $27.6 million.

In the past two years, Congress has responded to the public's complaints of deteriorating trail conditions by increasing the Forest Service's maintenance and construction budget from $20 million in fiscal 1987 to nearly $37 million in fiscal 1989. Without adequate maintenance, the accounting office said, trails become difficult to use, impassable or lost altogether. The forest supervisors told the GAO investigators that about 5,200 miles of trails were impassable or closed because of lack of maintenance. Even in recent years, California members of Congress had to get a special appropriation for work on one of the most famous of all Forest Service routes, the trail to the summit of Mt. Whitney.

Without proper maintenance, erosion and other natural forces accelerate deterioration rapidly. The Forest Service's priorities are, first, to correct health and safety hazards; second, to minimize natural damage, and third, to restore the trail fully to design standards.

The national forests had 238 million recreational visitor-days of use in 1987, more than twice the level of the national parks and more than 40% of the recreation provided by all federal agencies. The deterioration of the trails must be stopped and reversed. Recreation in the forests must no longer be neglected while the Forest Service continues to subsidize unprofitable timber harvests. Congress should give the Forest Service the money needed to eliminate the backlog and then make sure the job gets done.

FRIDAY, OCTOBER 20, 1989

Forest Trails

In response to "Trail Maintenance Long Overdue," editorial, Oct. 12:

The Forest Service has two interesting ways of dealing with poor trail maintenance, in addition to failing to insist on reallocation of funds from logging roads to trails. One is to allow a trail to get overgrown and drop it from maps in succeeding editions. An "antique" Forest Service map of the Los Angeles Padres Forest, the 1969 edition, shows a number of trails so treated. Trying to hike up the east side of Cobblestone Mountain is an example. Chaparral has obliterated the trail in enough places that it takes an expert in reading maps to make one's way.

The second approach is to get groups to "adopt a trail," or at least to work on it, using Forest Service tools and some supervision. Although hikers have risen to the need, especially under the leadership of Ken Croker in the Cleveland National Forest, and Charlie Jones and John Robinson in the Angeles, there is an implicit guilt trip laid on hikers unmatched in other parts of the service's activities. We do not expect volunteers to cut down timber, although possibly that's next, since so much logging is subsidized by the Forest Service.

SALLY M. REID
Pine Mountain Club, Calif.

NOTE: SALLY REID IS A DIRECTOR
OF THE SIERRA CLUB

AMERICAN ASSOCIATION OF NURSERYMEN
1250 I STREET, N.W. / SUITE 500 / WASHINGTON, D.C. 20005 / 202/789-2900

STATEMENT BEFORE THE
SUBCOMMITTEE ON INTERIOR
COMMITTEE ON APPROPRIATIONS
UNITED STATES HOUSE OF REPRESENTATIVES
MARCH 7, 1990

Thank you, Mr. Chairman. I am Benjamin Bolusky, Director of Government Affairs for the American Association of Nurserymen (AAN). We welcome this opportunity to present the nursery industry's views regarding the Fiscal Year 1991 budget for the U. S. Forest Service. Our comments are largely directed towards the "America the Beautiful" tree planting initiative.

AAN is the national trade association of the nursery and landscape industry. We represent nearly 4,000 firms across the country engaged in all aspects of environmental horticulture -- its nursery crop farmer, landscape specialist and garden center retailer segments. By almost any standard, our members are primarily small, family-owned farms and businesses. The Economic Research Service of the U. S. Department of Agriculture estimates grower cash receipts of environmental horticulture crops in 1988 at $4.65 billion, and we are pleased to report that the demand for nursery industry products continues to increase dramatically.

AAN applauds the Bush Administration's commitment to a nationwide tree planting effort as part of a major new environmental initiative -- "America the Beautiful." Moreover, AAN vigorously endorses "America the Beautiful" and we strongly urge Congress to approve the initiative at its proposed full funding level of $175 million for FY91.

AAN believes that as a nationwide tree planting, maintenance and improvement program, "America the Beautiful" offers individual citizens the opportunity and incentive to beautify the American landscape. Not since the days of Lady Bird Johnson has the White House taken such a strong stand on the importance of tree planting.

"America the Beautiful" is much more than an aesthetic landscape project. It is proven that plants provide many tangible environmental, social and economic benefits to society, as they: (1) clean the air by removing carbon dioxide; (2) reduce energy consumption by providing cooling shade; (3) reduce soil erosion; (4) enhance wildlife habitat; (5) provide shelter from the wind; (6) increase property values; and, (7) produce valuable wood products.

As proposed, "America the Beautiful" calls for a total of $175 million in FY91. This includes $110 million for rural tree planting and improvement, and $65 million for tree planting and improvement in urban areas and communities. The initiative calls for the planting, maintaining and improving of one billion trees per year over the next several years. Of this total, 30 million trees per year would be planted in up to 40,000 communities across the Nation.

It is our understanding that the forest industry and government nurseries will comprise a substantive source of the plant material for the rural component of "America the Beautiful." Yet, the massive scope of the rural component will require many sources to be involved -- including the private nursery industry. In order to ensure the initiative's success, "America the Beautiful" must utilize the services and delivery systems already in place throughout the private and public sectors and must complement -- not compete -- with private sector market forces.

To this end, AAN strongly urges Congress to direct the U. S. Forest Service to place administrative emphasis on utilizing the private sector in the rural component of "America the Beautiful." In the FY91 budget for "America the Beautiful," no funds are proposed for expanding the production of any government-run nursery. This is as it should be.

With respect to the urban and community component of "America the Beautiful," the private nursery industry is ready, willing and able to provide all of the landscape-sized plant material needed. Some have questioned whether there is a sufficient quantity of quality, landscape-sized material available for 30 million tree plantings per year in urban communities.

To respond to these doubts, an independent survey of the private nursery industry in the United States was conducted at AAN's request in December 1989. The purpose of the study was to gather solid and credible data on current tree production levels. This data was then to be used as the foundation for a statistical model from which to predict current production capabilities over and beyond existing levels.

Of the sample group of 1,200 growers (both AAN members and nonmembers) selected to be surveyed, a solid 37.4% (or 449 growers) responded before the cut-off date and were included in the analysis. The study surveyed current production of the following types of landscape-sized trees:

(1) ornamental trees: 1" caliper and under;
(2) ornamental trees: 1" to 2" caliper;
(3) ornamental trees: 2" caliper and over;
(4) shade trees: 1" caliper and under;
(5) shade trees: 1" to 2" caliper;
(6) shade trees: 2" caliper and over;
(7) evergreen trees: 4' height and under; and,
(8) evergreen trees: over 4' in height.

The results of the survey are impressive. The statistical model suggests that the private nursery industry is presently producing at a 78.3% level -- or is presently producing 411.8 million landscape-sized trees. This figure includes 32.3 million fruit and citrus trees which may be utilized in residential landscape settings.

If the private nursery industry was to fully utilize all acreage at its current disposal, the statistics suggest a production level of 525.9 million landscape-sized trees. This suggests that the private nursery industry has the capability of producing an additional 114.1 million landscape-sized trees, which represents a 20% increase in demand. The survey is representative of the entire private nursery industry within a statistical margin of error of +/- 2.5%.

Historically, government nurseries have not competed with the private nursery industry in producing landscape-sized trees. This, too, is how it should be ...and must remain. The survey results noted above demonstrate the current and future capability of the private nursery industry to provide all of the plant material needed to fulfill the urban and community component of "America the Beautiful."

Again, AAN respectfully urges Congress to direct the U. S. Forest Service to place administrative emphasis upon utilizing the private sector as the sole plant material source for the urban and community plantings under "America the Beautiful."

It is very appropriate and advantageous that the U. S. Forest Service coordinate "America the Beautiful." Its forestry expertise is invaluable and their long track record in working with the private sector is highly commendable. In fact, we are very proud to inform you that the cooperative working relationship between AAN and the U. S. Forest Service, particularly at State and Private Forestry, has never been stronger.

It is noble to embark upon an ambitious tree planting program, but technical assistance must be available. Site preparations must be conducted, suitable plant material to an area's unique climatic growing conditions must be identified, and the trees must receive continued after-planting maintenance. If a tree planting program does not incorporate all of these essential elements, then it will not succeed. This is why AAN and the private nursery industry enthusiastically support "America the Beautiful." This initiative poses a complete program whose aim -- to improve the environmental quality of both urban and rural life in this country -- is something with which all Americans can identify, and in which they all can actively participate.

AAN also strongly urges Congress to increase the FY91 funding for "Urban Forestry" to $3.5 million (from the proposed $2.0 million) and to increase the funding for "Seedlings, Nursery & Tree Improvement" to $2.0 million (from the proposed $1.73 million).
AAN believes these modest increases are appropriate to maintain

ongoing programs which, in part, deliver invaluable outreach technical assistance programs to the private sector. At the same time, AAN must reiterate that none of these funds should ever be employed to expand production at government-run nurseries which could then unfairly compete with the private nursery industry.

AAN believes the "Urban Forestry" and "Seedlings, Nursery & Tree Improvement" programs are consistent with the "America the Beautiful" initiative and will become even more important as the benefits of urban and community tree planting become more widely recognized. In fact, AAN encourages the U. S. Forest Service to begin to increasingly redirect its efforts more towards urban and community programs, yet, of course, not at the expense of its rural constituency which must continue to be served.

In conclusion, Mr. Chairman, AAN vigorously supports the "America the Beautiful" tree planting initiative at its proposed full funding level of $175 million for FY 91. AAN believes "America the Beautiful" will prove an environmental legacy for future generations.

Thank you, again, Mr. Chairman, for this opportunity to present the views of the nursery industry regarding the proposed FY 91 budget for the U. S. Forest Service.

STATEMENT OF DR. WILLIAM BURNHAM, PRESIDENT, THE PEREGRINE FUND, INC., TO THE HOUSE APPROPRIATIONS COMMITTEE, SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES ON FUNDING THE ENDANGERED SPECIES PROGRAM FOR THE PEREGRINE FALCON, 12 MARCH 1990.

Mr. Chairman, thank you for the opportunity to submit a written statement on the funding needs of the endangered species recovery programs for the Peregrine Falcon in FY91. The amount requested as an add-on to the budget of the U.S. Fish and Wildlife Service for captive propagation of falcons is $300,000.

The birth of our organization occurred the same year as the first earth day some twenty years ago. Our purpose was to prevent the extinction of the Peregrine Falcon (Falco peregrinus) through captive breeding and release and to re-establish lost regional populations while bolstering failing remnant populations. In the beginning there was widespread pessimism. Our first breeding of Peregrines occurred in 1973, and experimental releases were initiated in the next few years. It was not until the late 1970s that production and technology were sufficient to release significant numbers of falcons into the wild. To date almost 3,000 Peregrines have been released in 28 states. In those states where only 27 pairs were known to exist in 1975, in spring of 1989 about 300 pairs were located (Table 1). That is about 70% of established recovery goals for those states. With the celebration of Earth Day this spring that number should have again increased significantly as more released and wild-hatched falcons reach breeding age.

We are well on our way to recovery of the species in the United States (Figure 1). Last year we recommended to the Congress and Fish and Wildlife Service that the process should begin for down-listing of the species from endangered to threatened in a number of states and for complete delisting elsewhere. One reason for the recommendation was to assist in focusing efforts and limited funding on those states where the species continues to be endangered. States with critical need are West Virginia, Idaho, Montana, Wyoming, Washington, and Oregon. At this time there are insufficient pairs of Peregrines established in those states to insure a predictable, timely recovery and establishment of a self-sustaining population, and further releases are required.

Using techniques developed by our organization, today release of Peregrines is almost commonplace. The species is being released in many cities and states where the Peregrine was never known to occur naturally. Benefits from the releases are public education and, in many cases, publicity for local, state, or private organizations which sponsor and conduct releases. Frequently the activities are independent or supplemental and unrelated to actual recovery of an endangered species. Isolated pairs of falcons which have little opportunity for genetic interchange with other demes or populations or hope of becoming self-sustaining are being established. Typically these activities are in human population and financial centers and are easily funded, and in some cases they are using dollars needed for biologically sound species recovery. Maintaining support for the core recovery program developed by scientific experts, approved by the Fish and Wildlife Service, and carried out by our organization is critical to successful recovery and delisting of the species.

In FY89 the cost to operate the Peregrine recovery program by our organization was about .9 million dollars, of which the US Fish and Wildlife Service contributed one third as a consequence of the add-on approved by the Congress. The remainder of the funding, as before, is being covered by contracts and contributions from a variety of government and private sources. Without the add-on it would be impossible to secure these "matching funds", and the Peregrine recovery effort would be terminated prematurely.

Through concern, cooperation, and this effective partnership between the government and the private sector, a recovery will be accomplished of a magnificent creature - a part of our wildlife heritage belonging to current and future generations of Americans. We respectfully urge your committee to continue support of this important program.

10/2/89

Table 1
PEREGRINE FALCON RECOVERY PROGRAM
Peregrines Released by The Peregrine Fund, Inc.

STATE	YEARS	RELEASED Attempted	RELEASED Successful	PAIRS KNOWN (Producing & Non-producing) 1975	PAIRS KNOWN (Producing & Non-producing) 1989	RECOVERY GOAL (Producing Pairs Only)	ESTIMATED COMPLETION OF PEREGRINE RELEASE	LOCAL FUNDING AVAILABLE
California[1]	81-89	510	456	8	90+	120	1992	Release
Colorado	74-89	495	396	6	37	31	Completed	-
Delaware	81	4	0	0	2	Regional[2]	Completed	-
Georgia[3]	88	4	2	0	0	Regional[2]	1990	Limited
Idaho	77-79,82-89	164	128	0	3	17	1995	Release
Maine	84-89	102	93	0	5	Regional[2]	1990	Very Limited
Maryland	75-84	108	90	0	8	Regional[2]	Completed	-
Massachusetts	75-79,84,85,87,88	38	26	0	2	Regional[2]	1990	Very Limited
Montana	81-89	168	144	1	5	20	1995	Release
Nebraska	79	3	0	0	0	1	Discontinued	-
Nevada[1]	84-89	33	20	0	2	5	1992	Release
New Hampshire	76-87	95	80	0	8	Regional[2]	Completed	-
New Jersey	75-84	77	61	0	11	Regional[2]	Completed	-
New Mexico	77-79	28	16	8	29+	23	Completed	-
New York	75-88	161	135	0	16	Regional[2]	Completed	-
North Carolina	81,84-89	76	69	0	8	Regional[2]	1990	Release
Oregon[1]	82-89	62	47	1	10	30	1995	Release
Pennsylvania	76-78,81	20	10	0	3	Regional[2]	Completed	-
South Carolina	85-89	35	30	0	0	Regional[2]	1990	Limited
South Dakota	79	3	2	0	0	1	Discontinued	-
Tennessee	84-89	34	30	0	0	Regional[2]	1990	Limited
Utah (Northern)	79-89	102	75	0	16	21	1990	Release
Vermont	77,82-87	109	99	0	7	Regional[2]	Completed	-
Virginia	78-89	178	150	0	13	Regional[2]	1991	Release
Washington[1]	82-89	41	30	3	12	30	1995	Very Limited
Washington, D.C.	79-81	13	12	0	0	Regional[2]	Discontinued	-
West Virginia	87-89	40	37	0	0	Regional[2]	1992	Release
Wisconsin	76-77	8	1	0	0	Regional[2]	Discontinued	-
Wyoming	80-89	214	172	0	11	14	1995	Release
TOTAL	1974-89	2925	2411	27	298+	438	1995	N/A

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[1] In affiliation with the Santa Cruz Predatory Bird Research Group, University of California.

[2] Number of breeding pairs to achieve recovery are on a regional basis in the Eastern United States. Refer to Table 2 for details.

[3] The Georgia Division of Natural Resources released six falcons; five reached independence.

UNIVERSITY OF MISSOURI-COLUMBIA

Office of the Chancellor

105 Jesse Hall
Columbia, Missouri 65211
Telephone (314) 882-3387

March 7, 1990

The Honorable Sidney Yates
Illinois State Representative
2234 Rayburn House Office Building
Washington, D.C. 20515-1309

Dear Representative Yates:

The University of Missouri respectfully requests your consideration of a $3.5 million appropriation for fiscal year 1991, for the U.S. Forest Service portion of a building in Columbia, Missouri. This structure would be a part of the complex here on this campus. Funding would fill the U.S. Forest Service top construction priority to house a North Central Forest Experiment Station field laboratory.

As you may know, the Central Hardwoods Forestry Research initiative supports a region of 14 states while the field-laboratory will provide information to the entire region concerning environmental and social issues including atmospheric pollution, global warming, biological diversity, water quality, wildlife, timber management, agroforestry and forest resource protection. Locating that facility at this University would place it in the midst of one of the six most comprehensive academic institutions in the United States. Thus, the laboratory would have the resources of a campus which stretches alphabetically from agriculture through zoology, but includes medicine, veterinary medicine, law, human environmental sciences, and a variety of other disciplines equaled by only five other institutions in the nation.

Cooperation between the U.S. Forest Service scientists and the University of Missouri-Columbia spans more than 30 years. The new building symbolizes continued commitment to forestry and the environment and will anchor the research efforts for the Central Hardwoods region. The long-term agreement will require no future lease or rent from the U.S. Forest Service. The investment is certainly cost efficient. Three-fourths of the funding for this laboratory would come from state and private sources. If I could respond to any of your specific concerns with regard to this matter, I would be pleased to do so. I urge your positive consideration of this request.

Sincerely,

Haskell Monroe

Haskell Monroe
Chancellor

HM:skg

cc: Missouri Representative Volkmer
President Magrath
Dean of Agriculture

an equal opportunity institution

COOPERATIVE FOREST SCIENCES/NATURAL RESOURCES RESEARCH CENTER

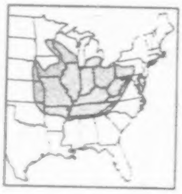
Project

To develop a regional research center to produce information about major environmental issues facing the Central Hardwood Forest region.

A facility is needed to house a North Central Forest Experiment Station field laboratory and the University of Missouri School of Natural Resources. It will be home for over 50 cooperating scientists and faculty. Total area: 70,000+ square feet.

Importance

The Central Hardwood Forest spans most of the eastern United States and includes 100 million acres of oak, hickory, and other hardwoods. The region provides a habitat for hundreds of species of wildlife and is the source of some of the finest hardwood lumber and veneer in the world. This unique forest area also encompasses one of the most populated regions of the country.



The regional research center will produce information about emerging environmental and social issues, including atmospheric pollution, global warming, biological diversity, water quality, wildlife and timber management, agroforestry, and forest resource protection.

Research Partnership

Through the North Central Forest Experiment Station, the Forest Service has been cooperating in forestry research with the University of Missouri-Columbia and other institutions for more than 30 years. The new building will symbolize a continued commitment to forestry and the environment and will anchor the research efforts for the Central Hardwood Forest region.

Research partnerships between the federal government and leading research institutions are increasingly important in the quest to merge scientific expertise and needed facilities to more efficiently tackle the broad spectrum of environmental issues. Through such partnerships, scientists can meet the demands for new information in the rapidly changing social, economic, and resource environment of the coming decades.

Funding

The building project has secured private and state support. The Anheuser-Busch Foundation has donated $1.5 million, and the State of Missouri is expected to provide $7.8 million. The University's Board of Curators has allocated $1.5 million and has approved the building schematics. A federal contribution of $3.5 million is necessary to complete the project.

The Forest Service has recognized the significance of this project, and Chief Dale Robertson has made the facility one of the organization's top construction priorities.

STEVEN C. ERICKSON
1433 SE KANE STREET
ROSEBURG, OREGON 97470

February 26, 1990

John F. Butruille
Regional Forester
US Forest Service
PO Box 3623
Portland, OR 97208

Dear Mr. Butruille:

I am a member of the Citizen's Advisory Committee, established under section 318 of the Hatfield/Adams amendment. I have been participating with six other board members as well as with Bob Devlin and his staff regarding sales in the Umpqua National Forest for fiscal year 1990.

As background to my comments regarding the functioning and effectiveness of the board, I want to give you a brief personal history. During my childhood years in Douglas County, I spent many days trekking through the Umpqua National Forest with my father. He was employed for the duration of his working life as the timber manager for a small plywood and veneer operation largely dependent on public timber. I have held a series of woods and mill jobs, from choker setting, greenchain offbearing, and millpond work with private industry, to fire suppression with the Umpqua National Forest and co-owning/operating a small reforestation company. I am currently serving in part as a volunteer for the USFS doing trail surveys while compiling information and photographs for a trail guide to the Umpqua.

I also lived two years in a one room log cabin in the interior of an area of "ecologically significant old growth" in the South Umpqua drainage. The cabin was situated 1-1/2 miles from the nearest road. My intent was to experience the forest on its own terms, living as simply as possible. I learned a great deal about the forest, and myself.

Serving on the Committee has been, in one sense, a very positive experience. This feeling, I believe has been common to all those involved in the process, although I can speak only for myself. For years I have followed the local debate surrounding natural resource use issues in this historically timber-dependent community. As the resource has dwindled on private lands the debate often becomes heated, divisive and reactionary.

My feelings regarding this issue run equally strong and deep. In this time of transition surrounding forest use issues, I feel it critical to maintain dialogues and discussions in the community which honor differences and maintain the dignity of all those concerned.

Participation on the Umpqua 318 committee was a great example of how well people in the community can communicate in spite of divergent views of forest management and natural resource use.

I feel Bob Devlin and his staff are to be commended for their sincerity, efforts and success in creating an atmosphere of openness and mutual respect for the divergent views represented on the committee. I also feel the committee members individually, as well as collectively, manifested a spirit of sincerity and mutual respect throughout the process. This aspect of serving on the board was powerful and positive. It was the high point of the experience.

Again, I can only speak for myself, but I believe there was a second feeling on the board running common to most members. It was a feeling of frustration in not being able to achieve the goals set out by the Hatfield/Adams amendment. It is my understanding the amendment was to offer a short term interim solution to achieve timber production, protection of spotted owls and their habitat and minimize fragmentation of large tracts of ecologically significant old growth (ESOG). Unfortunately, only one of these goals was consistently achieved throughout the process - that the timber volume necessary to meet the cut was furnished.

Time after time throughout our meetings, spotted owl habitat was infringed upon and degraded. Time after time ecologically significant old growth areas were fragmented with clearcuts and roads.

Unfortunately we were given few if any options to substitute timber volume from one area to another in order to honor and maintain the integrity of ESOGs, owls and timber volume.

There also appeared to be a certain discrepancy between forest districts interpretations of section 318 and their definition of ecologically significant old growth. A case in point surrounds the review of the Fishline sale in the Diamond Lake District. The first week we reviewed any sales, the board approved the sale 6 to 1. I remembered this area from having done trail research and knew it to be especially significant in early Native American use and habitation. I also remembered the area as botanically having all the characteristics of ecologically significant old growth. After the sale was approved, I spent four days walking the sale, in both the Medicine Creek and Fish Creek drainages. I took over 300 color transparencies which I showed to the board during our next meeting asking them to reconsider their decision. At this time I also changed my vote from approving to vetoing the sale. My contention was and remains, the entire sale lies within a large section of ESOG and should have been considered as such. At one point I was told by the Diamond Lake District the area was not listed as ESOG because it was not large enough (the UNF requires 2,000 continuous acres for an area to be defined as ESOG). On another occasion I was told it was not termed ESOG because it had no spotted owls. I was also told the area could have been included as ESOG but it would have meant establishing too "convoluted" a section of forest to consider. Aside from the fact the Medicine Creek area is overflowing with botanical, geological, Native American and pioneer history, its drainages hold a large continuous stand of ESOG. In light of 318 - this area should be reconsidered for protection.

It has also been my concern regarding our efforts, and the ultimate effects of our decisions, that while we have been, albeit halfheartedly, attempting to protect owls and their ESOG habitat, a large segment of the forest is falling without consideration of its role in the larger picture of the natural process. The efforts of the board implementing 318 suffice only to protect large, mature forest stands within the national forest. When these mature forests move in the dynamic process of succession to another phase or ecological configuration, what will exist as viable habitat for future spotted owl populations? Unless we manage for protection of more juvenile stands of old growth as ancient forest "replacements", our efforts to protect ESOG decendent species will be rendered ineffective in time. An example of such an area is the upper Canton Creek canyon. This is another area full of natural, Native American and pioneer history. This canyon lies on the west side of a 6,464 acre roadless area. The canyon has a core area of 700-800 acres of ESOG and a surrounding 2,000 acre stand of 150-250 year old trees carpeting the trailed, waterfalled canyon. The 12 clearcuts and 5 miles of road proposed for the now-approved sale stand sadly as another tribute to a lack of creative vision, while maintaining the historic priority on only one facet of forest use.

I am afraid participating on the board has only reinforced my perception that the timber industry and the agency are co-piloting a craft caught in a tailspin. Of the two pilots sharing the controls, it is only the agency that is in a position to pull back on the controls and stabilize the craft.

We owe intense, immediate and sincere efforts to preservation of an ecosystem unique on the face of this planet. To base the allowable cut on historic levels, rather than on what the forest itself can afford to relinquish on a sustained basis, makes no sense.

If the bottom line of the Hatfield/Adams amendment has been to maintain the status-quo of supplying an inflated timber volume at the expense of sustained yield, and multiple use, it has been a tremendous success.

If the bottom line of the amendment has been to supply timber to mills while mitigating adverse impact to spotted owl populations and forests of ecologically significant old growth, it has been a miserable failure, a failure not to be repeated.

Sir, I have spent most of my life in this community. I have also had the good fortune to have traveled to many areas of the world where populations over time have expended their forest ecosystems before they understood them. In these last temperate forested mountains lie secrets yet to be discovered. This wisdom, yet to unfold, will ultimately serve the whole of the planet and its human population.

I have many friends and family in this community who are dependent upon "timber-related" jobs. With creative measures, we can maintain a thriving industry without foreclosing options for ourselves or future generations of people, or forests.

Thank you, sir, for listening. Thank you for the opportunity to serve on the board. If I can, in any way, be of further assistance to you regarding this matter, please feel free to contact me at home or at work.

Sincerely,

Steve Erickson

cc: Bob Devlin, UNF
Senator Hatfield
Senator Packwood
Congressman DeFazio

Southeast Alaska Conservation Council
SEACC • **P.O. Box 021692 • Juneau, Alaska 99802 • (907-586-6942)**

Washington, D.C. Office:
c/o National Audubon Society
801 Pennsylvania Avenue, S.E.
Washington, D.C. 20003
(202-547-0141)

March 21, 1990

The Honorable Sidney R. Yates, Chairman
Subcommittee on Interior Appropriations
U.S. House of Representatives
Washington, DC 20515

Dear Representative Yates:

Please accept this letter as testimony from the Southeast Alaska Conservation Council regarding the need for a Land and Water Conservation Fund appropriation for Admiralty Island National Monument in Fiscal Year 1990-91. We would appreciate your including this testimony in the hearing record.

I am the executive director of the Southeast Alaska Conservation Council (SEACC), a 20-year-old organization dedicated to the wise management of Southeast Alaska's natural resources. On behalf of SEACC's individual members and the coalition of 13 Alaskan organizations we represent, I would like to bring your attention to an acquisition opportunity at Tyee, Murder Cove in the Admiralty Island National Monument that will require $250,000 of LWCF appropriations.

Just ten miles from Alaska's capital city of Juneau, the approximately one million acre Admiralty Island is a wilderness area of uncompromised beauty and habitat quality. Recognizing its preeminence as both a wildlife and recreation area, Congress in 1980 designated Admiralty Island as a National Monument and Wilderness. Its clear streams, mountain lakes, and pristine temperate old-growth rain forest host the highest concentrations of bald eagle and brown bear in the world. In addition, the island is home to dozens of other wildlife species including trumpeter swan, Sitka black-tailed deer, marten, mink, five species of salmon, and three species of anadromous trout. The island's spectacular back country provides residents of Southeast Alaska and thousands of vacationers with outstanding opportunities to hunt, fish, hike, and climb in this undisturbed setting. Over 95% of the monument is now managed by the U.S. Forest Service. Native lands and a few other small private inholdings comprise the balance.

Situated along the shores of Murder Cove on the southern tip of Admiralty Island, the highly visible 23-acre Tyee property is among the last remaining private inholdings on the island. Because of their proximity to several communities and their breath-taking scenery, inholdings like these are in great demand for development of recreational cabins and luxury "wilderness retreats" for non-residents. Such development, particularly along the visible coast, would seriously mar the true wilderness character of the island, encroaching on habitat and impairing the remote back country experience of visitors to this unique preserve.

SEACC respectfully urges appropriation of funds to acquire this exceptional place. It will indeed be a valuable acquisition to serve the American public in perpetuity.

Sincerely,

Bart Koehler

Bart Koehler
Executive Director

PELICAN FORESTRY COUNCIL • FRIENDS OF BERNERS BAY, Juneau • WRANGELL RESOURCE COUNCIL • SITKA CONSERVATION SOCIETY
FALSE ISLAND-KOOK LAKE COUNCIL, Tenakee Springs • LYNN CANAL CONSERVATION, Haines • TAKU CONSERVATION SOCIETY, Juneau
NARROWS CONSERVATION COALITION, Petersburg • FRIENDS OF GLACIER BAY, Gustavus • TONGASS CONSERVATION SOCIETY, Ketchikan
ALASKA SOCIETY OF AMERICAN FORESTDWELLERS, Point Baker • JUNEAU GROUP SIERRA CLUB • YAKUTAT RESOURCE CONSERVATION COUNCIL

STATEMENT OF SCOTT LEONARD
on behalf of the
NATIONAL ASSOCIATION OF RAILROAD PASSENGERS

before the
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON INTERIOR
U.S. HOUSE OF REPRESENTATIVES

MARCH 21, 1990

The National Association of Railroad Passengers (NARP) appreciates the opportunity to provide testimony to this Subcommittee on the role of the National Park Service in preserving a railroad right-of-way located in the District of Columbia. Founded in 1967, NARP is a 12,000-member consumer organization dedicated to bringing about a more balanced and environmentally-benign transportation system.

The National Park Service has before it an opportunity to participate in the preservation of a unique strip of land which used to be a railroad branch line, the B & O Georgetown Branch. This line, which ran 10.75 miles from Silver Spring, Md. to Georgetown, D.C., was abandoned for freight rail purposes in 1988. Montgomery County (Maryland), recognizing the potential in that corridor for recreational and transit use, purchased the part of the corridor in Maryland. Indeed, plans are proceeding for developing a recreational trail and light rail line side-by-side between Silver Spring and Bethesda, Md.

The 4.30-mile portion of the corridor in the District of Columbia is now owned by a non-profit corporation known as the Georgetown Branch Foundation, Inc. This corporation was set up strictly for the purpose of forestalling piecemeal purchase of the corridor by private interests and for the ultimate transfer of the corridor to the National Park Service for recreational and rail uses.

Congress appropriated $4 million to the National Park Service in fiscal year 1990 toward the purchase of the District segment of the corridor from the Georgetown Branch Foundation. However, the total purchase price is $11 million, so another $7 million is needed for the National Park Service in fiscal year 1991.

NARP supports provisions of District of Columbia Council Resolution 8-189, passed January 16, 1990, which also call for a $7 million National Park Service appropriation to go toward purchase of the District portion of the corridor. Resolution 8-189 states that the corridor should be preserved for uses "consistent with the Comprehensive Plan". This language is rather vague, but Councilmember Hilda Mason assures NARP that, according to statements she had placed in the council record, uses including recreation, rail and transit would have to be permitted.

Preserving the corridor as one continuous property would be of great value to the Washington community and its visitors. Allowing it to be divided would be of value only to the individuals who were able to get pieces of it. This corridor can one day soon be an important hiker/biker trail link between the C & O Canal area in Georgetown to Rock Creek Park between Bethesda and Silver Spring.

However, the rail component of the corridor must also be preserved, whether for historic rail operations, light rail operations or just rail-banking. Rails and trails can co-exist on the same right-of-way. We are encouraged by the plans for the light rail line, to run beside a hiker/biker trail, on the Montgomery County segment. That way this important piece of land in Montgomery County will be enjoyed both by hikers and bikers and by others in the community who seek clean, quiet and safe transit alternatives to the automobile.

Rail and transit can be "good neighbors", existing in quiet, green places where one might not expect to find them. The Montgomery County light rail line will be an example of that, operating through a residential area. The Shaker Heights streetcar line in Ohio has run on a shaded boulevard through a well-to-do, quiet neighborhood for years. In Minneapolis, a historic streetcar operation has co-existed with picnickers in Lake Harriet Park since 1954. A steam railroad is now operating excursion service right up to the environmentally-sensitive South Rim of the Grand Canyon, providing an alternative to busy U.S. 180. Even in Washington, until 1961, the #20-Cabin John streetcar line running through the green areas of the Palisades was a popular way for city residents to reach Glen Echo amusement park.

P.O. Box 1180
Sandpoint, Idaho 83864
March 20, 1990

The Honorable Sidney Yates
Rayburn House Office Building
Washington, D.C. 20515

Mr. Sidney Yates,

I request $4,500,000.

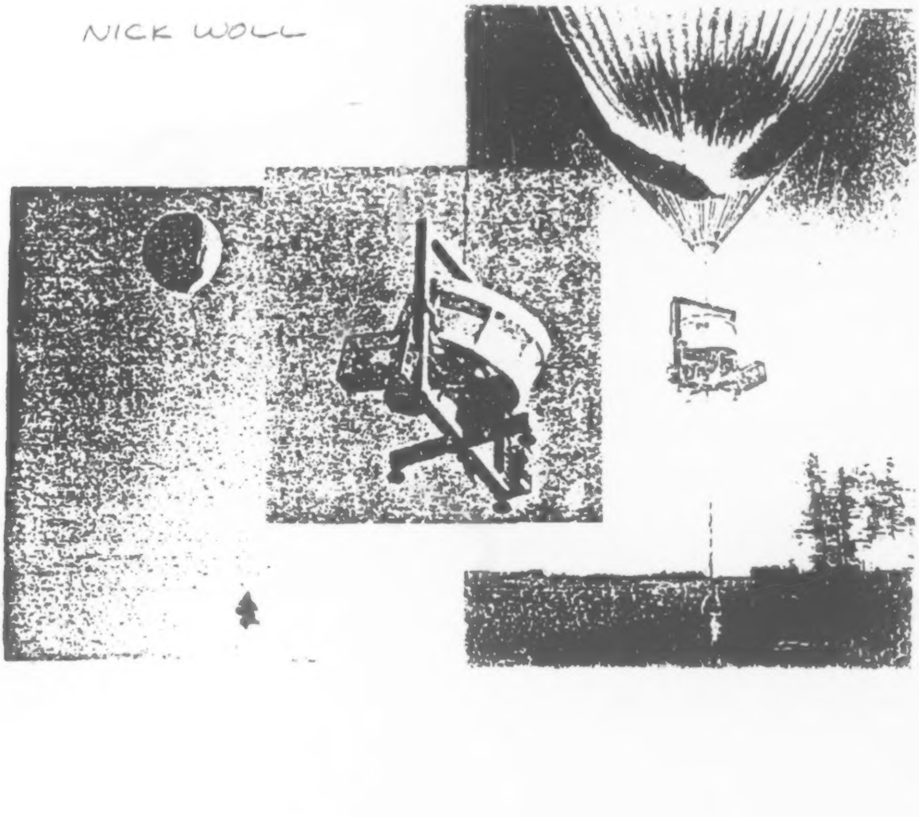
The purpose is to replace the engine and balloon on the aerial logging machine pictured below, and construct one additional unit for back-up.

The objective is to maximize timber harvest volume under current economic conditions, without clear-cuts, old-growth and more roads.

US Forest Service Timber Management and Research personnel have prepared the POC Aerial Salvage Sale on the Six Rivers National Forest to study the system. These funds are needed to help meet Forest Service logging requirements.

I have enclosed letters from Government, Industry and Environmental interests.

NICK WOLL



POTENTIAL FOR AERIAL HARVESTING WITH A SELF POWERED BALLOON

March 3, 1988

A proposal to use a self powered balloon to harvest timber from areas where road access is difficult to construct or the decision has been made to limit road construction, has been put forth by Nick Woll of Sandpoint, Idaho. The basic idea is to harvest timber from areas where helicopter or long span skyline logging would normally be required, but instead of using a helicopter or skyline,a self powered balloon would be used. The prime advantage of the balloon would be anticipated lower initial and operating costs and maintenance as compared to the helicopter.

The self powered balloon would consist of either a large helium filled or hot air balloon with an [illegible]cted aircraft engine mounted on a gimbal frame suspended below the balloon. The airstream can be directed downwards for vertical lift with a payload or horizontally for direction.

The potential use of the balloon for harvesting timber could be quite significant. Approximately one third of the lands classified as suitable for timber management in the Northern Region, or about 3 million acres, are unroaded. In general, to harvest timber from these lands will require relatively expensive road construction to access a lower value of timber located on steeper than average slopes. The miles of road to be constructed will be significantly lower per unit area than past averages due to environmental concerns. These concerns include the potential for soil losses and sedimentation, potential visual impacts, effects on wildlife, and lands taken out of production. The balloon, once perfected, may be the ideal tool to use in areas of lower value timber on steep slopes where access is limited. Its anticipated lower cost of operation as compared to the helicopter would help assure the timber base in the unroaded areas could be completely accessed.

The Northern Region hasn't been able to enter the majority of the unroaded areas for the purpose of road construction and timber harvesting at the present time due to appeals by environmental groups to withhold such activities until the final Foest Plans are put fully in effect and Wilderness legislation is enacted. However, once these are accomplished in about two or three years from now, there will be a major shift to put the lands suitable for timber management in the unroaded areas under management. We definitely see the self powered balloon as an important tool to economically carry out proposed management activities in the unroaded areas.

There will be opportunities to use the balloon to harvest timber in the roaded areas. These include removing overstory timber from regenerated stands, management of areas too difficult to harvest with conventional systems, and management of riparian areas.

These ideas concerning the advantages of the self powered balloon are shared by myself and timber staff officers on the National Forests who are familiar with the balloon.

John A. Combes
Assistant Director of Timber, Cooperative Forestry and Pest Management

Reservation Ranch

July 13, 1989

Mr. Jim Davis
Forest Supervisor
SIX RIVERS NATIONAL FOREST
507 "F" Street
Eureka, California 95501

Via: Fax 442-9242

Dear Mr. Davis:

Reservation Ranch has recently been working with Nick Woll on his "Powered Balloon" Logging Proposal with the U.S. Forest Service, Gary Falk in Timber and Mike Lambert in Research, and with Gail Kobetich, U.S. Fish and Wildlife to develop an administrative salvage sale on the Gasquet Ranger District.

I was originally against this proposal, but after several discussions I became convinced of the feasibility and the potential to log some of the vast low volume and currently uneconomical areas of Forest Service land in this district as well as others. I can now see the potential for great benefit to the U.S. Forest Service, Industry and all counties involved.

I would like an opportunity to meet with you on this subject at your earliest convenience.

If you have any questions, please feel free to call me at (707) 487-3516.

Sincerely,

Henry Westbrook, III
Reservation Ranch

HW/mal

TIMBER • FARMING • LOGGING

P.O. BOX 75 • SMITH RIVER, CALIFORNIA 95567 • OFFICE PHONE (707) 487-3516 • FAX PHONE (707) 487-1131
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SIERRA CLUB
Redwood Chapter
North Group
POST OFFICE BOX 238
ARCATA, CALIFORNIA 95521

March 11, 1990

The Honorable Sidney Yates
Rayburn House Office Building
Washington, D.C., 20515

Dear Mr. Yates,

I am writing in support of Nick Woll's request for appropriations adequate to test his innovative new aerial yarding system on a timber sale in northern California.

Mr. Woll's proposed self-powered balloon yarding system should exact a minimal toll on the steep unstable slopes for which northern California forests are well known. Erosion from these same slopes, when logged by conventional methods, seriously threatens the clean water and anadromous fisheries for which our northern california mountains were once justly famous.

In steep hillsides where timber stands are threatened by disease, Mr Woll's aerial yarding concept should be particularly effective in managing for disease while preventing serious environmental degradation from logging equipment on the ground.

In light of the increasing attention being paid to cumulative environmental damage to our Nation's timberlands by inappropriate logging techniques, I think it is requisite upon you and Congress to support Mr. Woll's project as a potentially valuable tool in managing our National Forests in an environmentally sensitive manner.

Sincerely,

Jim Owens
Conservation Co-chair

STATEMENT OF

JOSEPH J. SOMMER, DIRECTOR
OHIO DEPARTMENT OF NATURAL RESOURCES
BEFORE THE COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON INTERIOR

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to testify in support of needed funding for the state and local Share of the Land and Water Conservation Fund Program. Before I proceed, I would like to extend my appreciation to this Committee for its past support of this very important program.

I am Director of the Ohio Department of Natural Resources and State Liaison Officer for Ohio under the federal Land and Water Conservation Fund. I testify today in strong support of a funding level of $150 million, the level the Committee on Interior recommended in its 302B request to the Budget Committee.

A quarter century ago, growing concerns about the loss of America's natural and historic heritage, increasing recreation demand, rapid population change, and burgeoning urban development led Congress to create one of the nation's most far-sighted and successful resource programs. The Land and Water Conservation Fund (LWCF) was intended to provide a predictable and steady source of monies for critical acquisitions in national parks, forests, recreation and wildlife areas, and matching grants to states and localities for recreation planning, acquisition and development and protection of open spaces.

One of the Fund's most innovative features was the idea of reinvesting some of the returns from liquidation of America's natural resources into long-term capital assets. The law provides receipts from Outer Continental Shelf oil and gas leasing and from sales of surplus federal real estate be directed to the Fund. This process blends the best features of fiscal and natural resources stewardship, joining the investment principle of "never consuming capital" with the conservation ethic of always returning to the land some of what we remove. Approximately $900 million is automatically credited to the Land and Water Conservation Fund each year.

Through the 1970s, there was firm, bipartisan support for the Land and Water Conservation Fund; appropriations varied from year to year, but the long-term commitment to appropriate all authorized funds continued. Since 1980, that commitment has seriously deteriorated. LWCF appropriations have declined from an annual peak of $805 million to an average of less than $200 million a year. Funding for eight recent years totals less than 90 percent of the total for the three years, 1978-1980.

Ohio's share of the LWCF has dropped dramatically, from $14.4 million in FY 1979 to only $500,000 in FY 1989. This cut in federal support corresponds with a reduction in the federal share of project proposals. It is interesting to note that from FY-1977 through FY 1981, 47.4% of the project proposals Ohio received from local sponsors were funded from the LWCF. The percentage dropped to 19.3% for FY 1982 through FY 1988. The total of all appropriations Ohio received from FY 1982 through FY 1989 ($12 million) is less than the individual year apportionment Ohio received for FY 1979 ($14.4 million). Today, there are only enough LWCF funds received in Ohio to fund approximately 11% of the local grant proposals we receive.

By any measure, federal outdoor recreation grant programs have been enormously successful.

A county-by-county list of local, state and federal LWCF projects published last year fills 466 pages!

These projects have helped to acquire 5.5 million acres of recreation and park lands, including seashores, lakeshores, critical habitats, scenic rivers and trails.

This grant program has helped all states to establish their own recreation plans, to identify and protect key natural historic and archaeological resources, and to expand state parks, forests, wildlife refuges, river and trail systems.

LWCF grants nationally helped develop almost 20,000 local park facilities to meet demands for close-to-home recreation opportunities.

These grants, totalling over $119 million in Ohio, have resulted in improved opportunities in over 1,000 locations in virtually every county in Ohio. Recreation opportunities were brought to the people because of the LWCF grant program.

The "federal side" of the LWCF financed expansion of the national parks from an almost exclusively western domain to a truly national system. It converted inaccessible inholdings in many eastern national forests to major recreation areas and acquired thousands of acres of endangered species habitat.

On the state side, LWCF matching grants of 50 percent prompted localities and states to more than double the federal investment to a total of over $7 billion.

Beyond these matching amounts, the example of federal leadership in outdoor recreation encouraged more than half the states and thousands of communities to invest billions more in recreation and natural resources.

Loss of key natural and recreation resources continues at an alarming pace. After some slowdowns in the early 1980s, a new boom in urban and rural development is underway. It is consuming almost 500,000 acres of wetlands yearly, along with 750,000 acres of farm and forest.

In fact, in the northeast many state recreation officials say they only have five to ten years to save enough land for public use, or the properties will be lost forever to development.

The Surgeon General has called for development of more public recreation facilities to promote fitness activities and reduce health costs that now equal 11 percent of our Gross National Product. Older parks in many states and communities have deteriorated landscapes and facilities that need major repair or replacement.

We have a better idea now than 20 years ago of what opportunities are lacking and what resources need protection. But prices of land, facility development and restoration have also risen and lack of money continues to be the major barrier to doing what we know should be done.

For the last five years, states have reported applications averaging more than $400 million a year for LWCF grants, more than eight times the amounts available to states. Ignoring these needs will not make them go away. Delaying action will mean the permanent loss of irreplaceable resources and increased costs in the future. We must invest now in these appreciating capital assets.

Approval of the $150 million "state side" level recommended by the Subcommittee on National Parks and Public Lands would be an excellent start in a recommitment to preserving our national open spaces and providing outdoor recreation opportunities to all citizens.

TESTIMONY OF SIERRA CLUB CALIFORNIA AT THE OUTSIDE WITNESS HEARING BEFORE THE HOUSE INTERIOR APPROPRIATIONS SUBCOMMITTEE

MARCH 7, 1990

Mr. Chairman:

I am John K. Moore, a resident of Sacramento, California. I am representing Sierra Club California, the Club's statewide organization in California, and the Club's more than 180,000 California members. My testimony will address Sierra Club California's priorities for Land and Water Conservation Fund (LWCF) appropriations for California's National Forests.

Though California is the nation's most populous state and its population is increasing at the enormous rate of 740,000 per year, the state still has a large and valuable heritage of scenic open spaces and wildland recreation, much of it on federal lands. This heritage will become even more valuable to future generations living in an increasingly crowded state. Because California is absorbing such a disproportionate share of the nation's population growth, substantial expenditures are urgently needed to preserve its wildland heritage from development.

California's National Forests contain large acreages of private inholdings, some of them in areas of exceptional value for scenery, wildlife habitat, and recreation. Development of these inholdings would degrade their exceptional public values, hinder access to adjacent public lands, and diminish the values of these public lands. The rapid increase in population is drastically increasing demand for scenic rural lands, including inholdings in the National Forests, for development as second-home subdivisions and resorts. Prices of rural lands are increasing so rapidly that many highly desirable acquisitions may become infeasible in the near future.

Sierra Club California and other California conservation organizations have been very concerned about the development of important National Forest inholdings and have been working for their acquisition for decades. Appropriations from the LWCF are the only means of acquiring many of these inholdings.

In this testimony I will discuss Sierra Club California's highest priorities for LWCF appropriations for National Forest inholdings in California:

(1) Completion of the Pacific Crest Trail acquisitions at Castle Peak in Tahoe National Forest ($5,125,000);
(2) Acquisition of inholdings in the Grouse Lakes area, Tahoe National Forest ($6,400,000);
(3) Completion of the Hope Valley Preservation Project, Toiyabe National Forest ($7,000,000);
(4) Continuation of the Garner Ranch acquisition project, San Bernardino National Forest ($2,000,000).

All these lands have exceptional scenic, recreational, and wildlife values, which will be discussed in detail below. The owners of all the lands are willing to sell them to the federal government, but are insisting on prompt purchases. All these lands have very high potential for development and are very likely to be lost to development unless the needed sums are appropriated this year.

The Castle Peak, Grouse Lakes, and Hope Valley lands in the central Sierra Nevada near Lake Tahoe are all under short-term options. So many crucial inholdings in this region are on the market at the same time because of two unrelated events: the drastic restructuring of the Southern Pacific Corporation, which is now rapidly selling off its non-urban lands, and the decisions of several ranching families to liquidate their properties in Hope Valley and vicinity.

In previous years, thanks to the leadership of your Subcommittee, Congress has appropriated LWCF funds for the Pacific Crest Trail acquisitions at Castle Peak, the Hope Valley Preservation Project, and the Garner Ranch. While past appropriations have enabled the Forest Service to make a good start on these acquisitions, large acreages in each of these locations are still in private hands.

I now describe Sierra Club California's four National Forest acquisition priorities and the reasons why funds for these areas are urgently needed this year.

PACIFIC CREST TRAIL LANDS AT CASTLE PEAK
(TAHOE NATIONAL FOREST)

These extremely scenic lands are located around 9000-foot Castle Peak on the crest of the Sierra Nevada just north of Interstate 80 and Donner Summit. The area is a checkerboard of public and private lands; 1900 of the area's 6300 acres of private land have already been purchased with FY 1990 LWCF appropriations.

The area contains five miles of the Pacific Crest Trail and other heavily used hiking trails. There are also several lakes in rugged granite basins, old-growth forests, exceptional wildflower displays, and valuable wildlife habitat.

The Castle Peak area is one of the most heavily used backcountry recreation areas in the central Sierra Nevada. Every year an estimated 50,000 visitors to the area enjoy hiking, backpacking, and cross-country skiing.

The private lands to be purchased were recently acquired from the Southern Pacific Corporation by timber companies. Logging of lands along the Pacific Crest Trail will resume in the near future if the federal government does not purchase them, and commercial development of these lands is very likely to follow.

Acquisition of the Pacific Crest Trail lands at Castle Peak is supported by large numbers of conservation, recreation, and community groups, and by the Nevada County Board of Supervisors and the Forest Service. An appropriation of $5,125,000 is needed to buy the remaining 4400 acres of private land.

GROUSE LAKES (TAHOE NATIONAL FOREST)

The Grouse Lakes area is located 15 miles west of Donner Summit and just north of Interstate 80 in the central Sierra Nevada. Appropriations are needed to buy 8800 acres of checkerboard private land.

For many lovers of mountains, the ideal mountain recreation area would have dozens of sparkling lakes in scenic basins, reached by easy trails through attractive forests and meadows. The Grouse Lakes area comes close to that ideal, with more than 125 lakes and ponds in its 30 square miles. Most of them are reachable by no more than an hour's hike from one of the twelve trailheads. Easy access to beautiful lakes makes the area particularly attractive to families with small children who want to camp away from noisy automobile campgrounds.

A population of five million lives within a four-hour drive of the Grouse Lakes. Hikers and backpackers of all ages, equestrians, trout fishermen, and hunters are among the 40,000 annual visitors to the Grouse Lakes. About forty of the lakes have good trout fisheries.

The private lands to be purchased are owned by a timber company which recognizes the great recreational values of these lands and is giving the public the first chance to buy them.

Acquisition of the Grouse Lakes lands is supported by the Nevada County Board of Supervisors and the Forest Service. A large number of recreational and community groups, including conservation organizations, hiking and nordic skiing clubs, equestrian groups, and garden clubs also support the purchase.

Degradation of the Grouse Lakes' scenic beauty by development and the resulting limitations on public access to recreation would be a tragic loss to the public. Appropriations of $6,400,000 are needed to the Grouse Lakes unspoiled and available for public recreation.

HOPE VALLEY PRESERVATION PROJECT (TOIYABE NATIONAL FOREST)

The scenic mountain lands being acquired by the Hope Valley Preservation Project lie about 15 miles south of Lake Tahoe just east of the crest of the Sierra Nevada. These lands are very attractive to developers because of their proximity to Lake Tahoe and their accessibility from urban areas in northern California.

Hope Valley is one of the Sierra Nevada's largest and most beautiful meadows -- its views across the valley to the rugged Carson Range and its fall aspen displays are renowned. Six miles of the West

Fork of the Carson River flow through Hope Valley and upstream valleys. Hope Valley and adjacent valleys are heavily used year-around for hiking, backpacking, mountain bicycling, cross-country skiing, fishing, and camping.

For the past several years the state and federal governments have collaborated in the Hope Valley Preservation Project to purchase more than 24,000 acres of private land in Hope Valley and vicinity. To date, two-thirds of the private lands have been purchased by approximately equal state and federal expenditures totaling $15,000,000. The Alpine County Board of Supervisors supports the Preservation Project; development of small formerly federal tracts in developed areas of the county will help compensate the county for the loss of property taxes.

The one-third of the Preservation Project lands still in private hands includes all of Faith Valley and some of the finest meadows in western Hope Valley. Development of these tracts would thrust subdivisions into the middle of large tracts of unspoiled public land and gravely impair the scenic and recreational values in which the public has already invested so much.

Appropriations of $7,000,000 are needed this year to complete acquisition of all the lands in Hope Valley and vicinity for which purchase options have been negotiated.

GARNER RANCH (SAN BERNARDINO NATIONAL FOREST)

The unusually attractive 2500-acre Garner Ranch property is located in the San Jacinto Mountains. The Ranch's most important feature is its extensive meadowlands, which are very uncommon in the mountains of Southern California. The area supports an unusually high density of deer and populations of several species uncommon in Southern California, including spotted and great horned owls, bald eagles, and osprey. A number of rare plants are found on the property.

Sierra Club California and other conservation organizations have been working for public purchase and protection of the Garner Ranch for over a decade. The Forest Service has been purchasing some of the less costly mountainous portions of the ranch with non-appropriated funds.

The Garner Ranch will ultimately be subdivided if the purchases are not completed. Appropriations of $2,000,000 are needed to continue the acquisition of this outstanding area.

Sierra Club California thanks you for the opportunity to testify in support of LWCF appropriations for these crucial inholdings. We urge your Subcommittee to recommend generous appropriations which will complete acquisition of these inholdings and realize the full benefits of the substantial public investments already made.

ASLA

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STATEMENT OF THE
AMERICAN SOCIETY OF LANDSCAPE ARCHITECTS
FOR THE RECORD
TO THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON INTERIOR
REGARDING PROGRAMS OF THE NATIONAL PARK SERVICE
MARCH 21, 1990

Mr. Chairman, the American Society of Landscape Architects (ASLA) testimony focuses on two program areas of the National Park Service: Cultural Landscapes -- especially the category of historic designed landscapes -- and operating support for conservation of the deteriorating drawing and document collection at the Frederick Law Olmsted National Historical Site.

CULTURAL LANDSCAPES THEME STUDY, PHASE I. After recent discussions with a number of experts in the field of historic designed landscapes, including key NPS staff, a format for launching a theme study has been proposed and is attached for the record. While cultural landscapes is a broad category which can include rural districts and historic scenes, our discussions yielded recommendations for beginning the study with the somewhat narrower field of historic designed landscapes.

Historic designed landscapes include a range of parks, parkways, campuses, estate grounds, gardens, cemeteries, and subdivisions as well as other forms. Some significant examples are Central Park, New York; Blue Ridge Parkway, Virginia and North Carolina; Princeton University Campus, New Jersey; Stan Hywet Hall, Ohio; Filoli Gardens, California; Laurel Hill Cemetery, Pennsylvania; and Riverside Subdivision, Illinois. Historic designed landscapes of national significance are found throughout the United States in public and private ownership.

While other historic resources have been routinely included in state and local surveys since the 1966 Historic Preservation Act, cultural landscapes have been uniformly omitted. The lack of basic resource identification and the need for nationwide survey was addressed in the 1986 Congressional Office of Technology Assessment study of historic preservation.

As mentioned in our previous testimony, such a study has been a written objective of NPS since 1983, with the support and encouragement of a number of national organizations, including ASLA. And it was one of the prime goals of the Olmsted bill which the full Interior Committee and House passed in 3 successive Congresses. While intentions to make progress are clear, the work has not yet been undertaken. All necessary authority exists under current legislation. To date required funding, staff expertise and staff assignments have been lacking.

We need to overcome this inertia and begin the timely and important work of documenting our cultural landscape legacy.

The lack of a theme study has hindered designation of significant historic landscapes as National Historic Landmarks. Recognized master works throughout the country, such as the Emerald Necklace Parks, Prospect Park, Golden Gate Park, and the Biltmore Estate, are not afforded landmark status. In fact, there are no National Historic Landmarks currently listed that have "Landscape Architecture" as their stated significance. Recently documented historic designed landscapes such as Dumbarton Oaks and Meridian Hill Park in Washington, DC have been denied landmark status because of the lack of "context" and comparative information which would be provided by a theme study.

In addition, recent requests from the international community to list potential World Heritage-eligible landscapes are stymied by the lack of a theme study. The attached proposed work plan grew out of our discussions with NPS staff and other experts in the field of historic landscapes. In terms of dollars, we believe that the study could be competently undertaken over a three-year period at a cost of $200,000 per year, totalling $600,000.

OLMSTED NATIONAL HISTORIC SITE DOCUMENT CONSERVATION WORK. In this area, Mr. Chairman, we have marvelous progress to report since ALSA last testified before this subcommittee. As detailed in the enclosed progress report prepared by FLONHS staff, more than 4000 design projects by the Olmsted firm were inventoried and conserved during 1989.

These 80 projects comprised over 4000 drawings and plans. But thanks to the addition of funding provided by this subcommittee, the FLONHS staff can now process 150-200 drawings each week, or about 8000 drawings and plans during FY 90. We are especially pleased to report that the custom-designed vault at the site is now in full use and that additional flat shelving units to expand the storage capacity of the vault are planned.

As you will note in the NPS budget proposal, the $300,000 FY 90 appropriation has been adopted as part of the operations base for the site beginning in FY 91. However, the $300,000 figure presented to and adopted by the subcommittee last year was based on conservation of only some of the works at the site during the next ten years. There appeared to be some interest, which we strongly share, in resolving the entire conservation problem in ten years, rather than separating out some classes of projects. FLONHS staff has found that the amount that would be needed to conserve the entire collection by FY 1999 is slightly more than double the FY 90 add-on amount, or a total of about $615,000 per year. This would necessitate a base increase of $315,000 starting in FY 91.

Processing the entire collection in 10 years would help reduce loss from the continuing acidification and mold that attacks the collection as well as the constant fading of light-sensitive documents. Because the most deteriorated documents can be found anywhere throughout the collection, and once a tube of prints is opened and unrolled each must be conserved painstakingly, it is impossible to separate out the worst cases for initial treatment.

Details of how the additional funds requested would be used is contained in the FLONHS progress report enclosed for the record. We remain cognizant of the difficult budget questions facing your subcommittee, but we hope that both of these programs for which time is literally running out nonetheless can be tackled during FY 91.

Cultural Landscape Theme Study, Phase I

The project would be divided into three phases: 1) Framing of context for historic landscapes in general, evaluation of existing sources for designed historic landscapes nationwide and identification of information gaps; 2) conducting additional state and local research through existing historic preservation channels and State Historic Preservation Offices to fill identified gaps; 3) synthesizing the findings of steps 1 and 2, and conducting a comparative analysis of the entire body of historic designed landscapes at the national level and making recommendations for National Historic Landmark designations. NPS would be responsible for the conduct of the Theme Study. The American Society of Landscape Architects and other national groups committed to the preservation of cultural landscapes would contribute in various ways to support the undertaking.

The Theme Study will require substantial research, documentation and analysis which must be carried out at a local or State level throughout the country. To accomplish this the Theme Study may require outside contracts, grants or other funding mechanisms to provide the in depth information required. While we would expect the National Park Service may have some modifications to make, we believe the following estimated budget reflects the cost of this study. The budget is organized in phases paralleling the scope of work as follows:

Phase 1: Evaluation of Existing Sources	8 Months	$125,000
Phase 2: Additional Research	12 Months	$300,000
Phase 3: Comparative Analysis & Designations	16 Months	$175,000

The budget request is for $200,000 per year for three years. This level of funding reflects the lack of research to date and the required level of intensity of effort.

The requested Theme Study would raise public awareness of the importance of historic designed landscapes nationwide. It would provide the information and context required by States and certified local governments in the accelerated State and local survey efforts. Our legacy of cultural landscapes is under increasing pressure from a multitude of sources. These resources are particularly vulnerable to insensitive change and loss often due to lack of awareness. The first Theme Study will make an important beginning in recognition of this legacy.

THE OREGON RIVERS COUNCIL
P.O. Box 309 • Eugene, Oregon 97440 • 503-345-0119

THE OREGON RIVERS COUNCIL

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March 20, 1990

Honorable Sidney R. Yates
Chairman, House Interior Appropriations Subcommittee
Rayburn HOB, B-308
Washington, D.C. 20515

Dear Congressman Yates:

Attached is written testimony from the Oregon Rivers Council for your consideration regarding Land and Water Conservation Fund appropriations for FY 1991.

We would very much appreciate your including this testimony in the official record.

Sincerely,

Bob Doppelt

Bob Doppelt
Executive Director

Printed on 100% recycled, unbleached paper

TESTIMONY OF THE OREGON RIVERS COUNCIL
HOUSE INTERIOR SUBCOMMITTEE
RAYBURN HOB B-308
MARCH 20, 1990

The Oregon Rivers Council Inc. is a non-profit conservation organization based in Eugene, Oregon, dedicated to the protection or Oregon's rivers. We have a membership of 1400 people.

Oregon National Wild and Scenic River Planning

ORC strongly supports the appropriation of a minimum of $1.5 million for the Bureau of Land Management and $3 million for the United States Forest Service to develop management plans for the 40 newly designated National Wild and Scenic Rivers in Oregon. We request that these funds be earmarked for Oregon river planning in specific.

Both agencies are involved with the enormous task of developing management plans for over 1400 miles of river which includes over 400,000 acres of land.

Given that this is the first large omnibus Wild and Scenic River Act of its kind, the development of plans for these rivers will provide the model for other states.

The critical step in the planning process is the "Resource Assessment" process. A policy for developing these assessments has been signed by the Regional Forester. The Oregon Director of the BLM has indicated that he will also sign the policy.

The resource assessment policy requires the development of comprehensive biological, hydrologic, scenic, recreational, cultural and historic data. From this base line data, management alternatives will be crafted.

Developing this data will be a time consuming process and require considerable data acquisition and assessment. The funds stated above are needed by both agencies to meet the requirements of this process.

A minimal amount of money found its way to both agencies for planning in fiscal 1990. It is imperative that earmarked funds find their way to both Oregon agencies in Fiscal 1991 so that the planning process can proceed as required.

We urge you to support the earmarked appropriation of $1.5 Million for the Bureau of Land Management and $3 million for the USFS for National Wild and Scenic River Planning in Oregon.

Testimony of Oregon Rivers Council
House Interior Subcommittee
Rayburn HOB B-308
March 5, 1990

The Oregon Rivers Council is a non-profit conservation organisation based in Eugene, Oregon, dedicated to the protection of Oregon's rivers. We have a membership of 1400 people.

Cache Creek Ranch

ORC strongly supports the appropriation of $ 2,600,000 to acquire Cache Creek Ranch in the Hells Canyon National Recreation Area. The ranch is located at the north entrance to the HCNRA, is 6,556 acres in size and has four and a half miles of Snake River frontage.

The purchase of Cache Creek ranch will significantly benefit public recreation within the National Recreation Area as well as protect valuable wildlife habitat and important archeological sites.

Due to its location at the northern entrance to the NRA, the ranch could serve as a needed "reception point" for people visiting the HCNRA by river. This would fill an important need, since the USFS currently has no opportunity to "sensitize" boaters to the values of Hells Canyon. The ranch buildings could be used to assist in the interpretation of the ecology, geology and archeology of the Canyon.

The cultural values of this ranch are also very significant. The Snake River is wide and slow at this point, and Cache Creek was a favorite crossing for the Nez Perce Indians, who inhabited Hells Canyon. According to a recent Forest Service report, over thirty archeological sites have been recorded at the ranch, including four areas of placer mine tailings, five historic structures or their remains, 10 rockshelters (six with pictographs), seven winter occupation sites, two areas of lithic debris, one rock feature and one petroglyph site.

Cache Creek Ranch also has critical wildlife habitat. The ranch rises 4000 feet in elevation from the Snake River to the forested ridgeline. The rugged hills are cut by the verdant valleys of Cache Creek, Garden Creek and their tributaries, providing winter range for one of the finest herds of deer and elk in Oregon. In addition to a herd of approximately 400 elk, Cache Creek supports mule deer, black bear and cougar.

We urge you to support an appropriation of $ 2,600,000 from the Land and Water Conservation Fund in order to purchase this extremely valuable property.

Cascade Head Scenic Research Area

ORC also supports a major appropriation to acquire land within Oregon's Cascade Head Scenic Research Area. Specifically, we urge that this appropriation include approximately $ 275,000 to acquire the Milton Gnos property.

The Gnos property consists of 83 pastoral acres, currently used for grazing, within the CHSRA in Lincoln County, Oregon. The property is bordered on the south by the Salmon River and is part of the Salmon River estuary. Highway 101, the major coastal highway - used by residents and tourists - borders the property on the west.

Acquisition of this land, and other land within the Scenic Research Area, will help fulfill the CHSRA's management policy of "restoring the Salmon River estuary and its associated wetlands to a natural estuarine system free from man's developments," by allowing the Forest Service to eventually restore the property to its original estuarine status.

Restoration of the Salmon River estuary to its pre-development status will provide significant habitat, educational, recreational and economic benefits to the Oregon Coast and the millions of visitors who are drawn to the Coast's stunning natural environment.

Thank you for this opportunity to testify and express the Oregon River Council's wholehearted support for major appropriations to acquire uniquely important lands within the Hells Canyon National Recreation Area and Cascade Head Scenic Research Area.

SIERRA CLUB South Carolina Chapter
to explore, enjoy and preserve the nation's forests, waters, wildlife and wilderness.

P. O. Box 1467
Camden, SC 29020
March 20, 1990

The Honorable Sidney Yates
Subcommittee on Interior Appropriations
B308 Rayburn House Office Building
Washington, DC 20515

Dear Congressman Yates:

Please include this letter in the Public Witness Day hearing record, March 7, 1990. Thanks very much.

FY 1991 Funding for Congaree Swamp National Monument

Sierra Club requests your consideration of FY 1991 appropriations for Congaree Swamp National Monument:

- $4 million for land acquisition.
- $475,000 for the planning phase of monument development.

Details --- Land Acquisition

P.L. 100-524 (October 1988) authorizes a 7,000-acre expansion of Congaree Swamp National Monument. The Congressional Budget Office (May 1988 letter, attached) estimated these 7,000 acres will cost $12 million.

To date, Congress has appropriated:
$3.0 million (FY 1989)
$1.5 million (FY 1990)

After delays in Land Protection Plan preparation/approval and delays on appraisals, Congaree land acquisition is underway, with purchase offers submitted during February-March 1990 to nine of the landowners along the monument's northern boundary. A current crisis is the onset of logging on some tracts to be acquired along the monument's southern boundary.

Meanwhile, Georgia-Pacific Corporation lands -- comprising more than 50% of the 7,000-acre expansion -- are available if the Park Service moves expeditiously. The Park Service has an approved appraisal of this property, and Georgia-Pacific has entered into an option agreement with The Trust for Public Land, enabling rapid, efficient conveyance of these lands while the Park Service continues to acquire other priority tracts. Importantly, the option agreement also prevents further logging on the Georgia-Pacific lands, including the Cedar Creek area for which Sen. Thurmond requested a logging moratorium four years ago. Sierra Club underscores the importance of the Georgia-Pacific lands and hopes the Subcommittee will urge the Park Service to proceed promptly to acquire these lands.

Sierra Club urges appropriation of $4 million for FY 1991 to maintain current momentum of the Congaree Swamp land acquisition program, including the Georgia-Pacific lands.

Details --- Planning of Monument Development

In addition to authorizing the 7,000-acre expansion, P.L. 100-524 also authorizes $3 million for development, based on estimates in the monument's general management plan. The plan describes the monument as "operationally sub-marginal", partially because of original boundary deficiencies and partially because the monument lacks facilities such as a visitor center, interpretive exhibits, adequate parking, a permanent entrance road, etc.

The $3 million development cost includes $475,000 for planning. Sierra Club urges FY 1991 appropriation of $475,000 for planning.

Thank you for your consideration of both funding requests -- $4 million for Congaree Swamp land acquisition and $475,000 to plan the visitor center and other development. Please contact us if additional information will be helpful.

Sincerely,

Richard Watkins

Richard Watkins
Conservation Chair
(803) 425-3138

CONGRESSIONAL BUDGET OFFICE

COST ESTIMATE

May 12, 1988

1. BILL NUMBER: S. 2018

2. BILL TITLE: Congaree Swamp National Monument Expansion and Wilderness Act

3. BILL STATUS: As introduced on February 1, 1988.

4. BILL PURPOSE:

S. 2018 would add approximately 7,000 acres to the Congaree Swamp National Monument and would designate about 22,000 acres of the monument as wilderness. The bill would authorize the appropriation of the sums necessary for land acquisition and $2.7 million for construction and development within the monument.

5. ESTIMATED COST TO THE FEDERAL GOVERNMENT:

(by fiscal year, in millions of dollars)

	1989	1990	1991	1992	1993
Estimated Authorization Level	14.7	---	---	---	---
Estimated Outlays	2.8	7.4	2.2	1.2	1.1

The costs of this bill fall within budget function 300.

Basis of Estimate:

In preparing this estimate, CBO assumed that S. 2018 would be enacted prior to the beginning of fiscal year 1989 and that the full amounts authorized in the bill will be appropriated by early in 1989. Based on information from the National Park Service (NPS), we estimate that acquisition of the 7,000 additional acres would cost about $12 million. Outlays were estimated based on information from the NPS on the likely timing of land acquisition from 26 private landowners and subsequent construction and development activities.

6. ESTIMATED COST TO STATE AND LOCAL GOVERNMENTS: None.

7. ESTIMATE COMPARISON: None.

8. PREVIOUS CBO ESTIMATE: None.

9. ESTIMATE PREPARED BY: Theresa A. Gullo (226-2860)

10. ESTIMATE APPROVED BY:

James Blum

James L. Blum
Assistant Director
for Budget Analysis

American Rivers

March 21, 1990

The Honorable Sidney Yates
Chairman, Interior Subcommittee
House Appropriations Committee
Rayburn House Office Building, Room B-308
Washington, D.C. 20515

Re: Land and Water Conservation Fund Appropriations

Dear Congressman Yates:

American Rivers, Inc. is a national, public interest not-for-profit corporation with more than 13,000 members nationwide. American Rivers is the only national conservation organization dedicated exclusively to the preservation of free-flowing rivers. In its sixteen-year history, American Rivers has worked intensively to protect rivers under the federal Wild and Scenic Rivers Act and has actively assisted states and local groups with their river conservation efforts.

American Rivers has worked extensively with federal agencies in planning for the river resources on the lands they administer. It has assisted the planning staffs of the U.S. Forest Service and Bureau of Land Management ("BLM") in Washington, D.C. in developing administrative direction for the evaluation and management of potential wild and scenic rivers on the National Forests, and reviewed, commented on, and appealed (and settled) numerous land and resource management plans issued by the Forest Service and BLM.

American Rivers urges that the Congress appropriate funds as described in more detail below to provide the long-term preservation of important properties adjacent to federally protected rivers. The rivers described below have been designated as federal Wild and Scenic Rivers or comprise the heart of National Recreation Areas. Each is administered by either the National Park Service or Forest Service. Appropriation of such funds will insure that inappropriate development or resource extraction activities do not occur on lands that are within or border these nationally significant rivers.

Each of the land acquisitions described below is identified in The Land and Water Conservation Fund: The Conservation Alternative for Fiscal Year 1991 ("Conservation Alternative"),

801 PENNSYLVANIA AVE., SE
SUITE 303
WASHINGTON, DC 20003
(202) 547-6900

produced by a broad coalition of national conservation groups, including American Rivers.

1. Skagit National Wild and Scenic River (Washington)

Congress designated the Skagit River a Wild and Scenic River in 1978. The Forest Service is the responsible administrative agency. An appropriation of $1.5 million to the Forest Service is now needed to purchase eight separate parcels within the Wild and Scenic River corridor. The parcels comprise a total of 750 acres and 10 miles of river shoreline.

This purchase is necessary to protect 10 miles of shoreline from development and timber harvesting on private lands. A major bald eagle roosting and feeding site will be preserved at the confluence of the Skagit and Sauk rivers. Additional recreational access to the river will be provided by public ownership of these properties. See Conservation Alternative, p. 132.

2. Cache Creek Ranch, Hells Canyon National Recreation Area (Oregon)

The Snake River is the heart of Hells Canyon National Recreation Area ("NRA"). Congress designated the NRA in 1975 to protect North America's deepest canyon and the spectacular Snake River. The federal lands are administered by the United States Forest Service. An appropriation of $2.5 million is needed to purchase the 6,556 acre Cache Creek Ranch, which includes 4.5 miles of Snake River shoreline.

This purchase is necessary to protect the largest privately owned parcel within the NRA from recreation cabin development and timber harvest. It would also protect significant prehistoric settlement sites and provide important wildlife habitat for black bear and cougar. See Conservation Alternative, p.119.

3. Chattooga Wild and Scenic River (North Carolina)

The Chattooga Wild and Scenic River was designated a federal Wild and Scenic River in 1974. The Forest Service is the responsive administrative agency. An appropriation of $3 million is needed to purchase the Crouch/Devil's Courthouse property, which comprised 828 acres at the ecologically and scenic headwaters of the Chattooga. An additional appropriation of $2.5 million is necessary to acquire other significant properties.

This purchase is necessary to protect the headwaters of this nationally significant river from the threat of private recreational development. The Administration has identified the

Crouch/Devil's Courthouse property as its single highest priority for Forest Service purchase. See Conservation Alternative, p. 112.

4. Gauley River National Recreation Area (West Virginia)

The Gauley National Recreation Area ("NRA") was designated by Congress in 1988 to protect the extraordinary recreational and ecological values of the Gauley River and its canyon. The NRA is administered by the National Park Service. An appropriation of $2 million is required to purchase various properties and protect the NRA from inappropriate timber harvest, mineral extraction and recreational development. See Conservation Alternative, p. 53.

5. St. Croix National Scenic Riverway (Wisconsin and Minnesota)

The St. Croix River was one of the original eight rivers designated by the Wild and Scenic Rivers Act in 1968. It is administered by the National Park Service.

An appropriation of $4 million is required to purchase 2,585 acres of land, 149 acres subject to scenic easements and 25 miles of river shoreline. This appropriation is necessary to protect important stretches of scenic and recreationally significant lands within the designated corridor of this river. See Conservation Alternative, p. 61.

If you have any questions or require more information concerning any of the matters set forth above, please do not hesitate to communicate with me.

Sincerely,

Thomas J Cassidy Jr

Thomas J. Cassidy, Jr.
Public Lands Counsel

STATEMENT OF THE

SIERRA CLUB LEGAL DEFENSE FUND

SUBMITTED FOR THE RECORD
BEFORE THE

SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES APPROPRIATIONS

CONCERNING

APPROPRIATIONS FOR FISCAL YEAR 1991

March 21, 1990
Seattle, Washington

Dear Chairman Yates and Members of the Subcommittee:

The Sierra Club Legal Defense Fund is a non-profit, public interest law firm, separate from the Sierra Club, that represents citizen groups in litigation to protect our nation's natural resources and enforce our federal environmental laws. In 1989, the Legal Defense Fund represented more than 70 organizations (with combined memberships of several million individuals) in over 40 lawsuits, many of them against agencies of the federal government for failure to comply with environmental laws.

This statement addresses a series of specific provisions that have been unwisely and unnecessarily included in recent Interior Appropriations Acts. These provisions significantly change many of our most important environmental laws, and strip the courts of jurisdiction to enforce those laws. They represent a wrong-headed and potentially devastating practice of using legislation approved with no public review to undermine environmental laws that were developed through a lengthy public process.

Renewed limitations on court access must not be included in fiscal year 1991 appropriations legislation because they: (1) place federal agencies above the laws and invite abuse; (2) set a legislative precedent contrary to basic principles of democratic government; and (3) wrongly put our environment at risk.

A. Appropriations Provisions That Limit Rights of Judicial Review Improperly Place Federal Agencies Above the Law and Invite Abuse.

Chief Justice John Marshall in 1803 called the right of citizens to seek judicial review of government actions "the very essence of civil liberty."[1] Recent Interior Appropriations Act provisions that preclude judicial review of executive agency conduct and limit citizen access to the courts undermine this fundamental principle of government accountability.

Unfortunately, these recent provisions have interfered with the courts in precisely those situations where the government is violating existing laws, with potentially disastrous consequences for our environment. For example, the Ninth Circuit Court of Appeals has held that Section 314 of the fiscal year 1989 Act (which was reenacted without change as Section 312 for fiscal year 1990) exempts the Bureau of Land Management from preparing a supplemental Environmental Impact Statement addressing the adverse effects of approximately 200 upcoming timber sales on the northern spotted owl[2] -- even though the district court had earlier found (on the merits) that the BLM's failure to address

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1/ Marbury v. Madison, 1 Cranch 137, 163, 2 L.Ed. 60 (1803)(per Marshall, C. J.).

2/ Portland Audubon Society v. Lujan, 884 F.2d 1233 (9th Cir. 1989).

"new, significant and probably accurate information" concerning the potential extinction of this important indicator species for the Pacific Northwest's ancient forests was "arbitrary and capricious" and violated NEPA.[3]

The Ninth Circuit also recently held that Section 314 barred a challenge to a single Forest Service timber sale on the Mt. Hood National Forest in Oregon. In Oregon Natural Resources Council v. Mohla, plaintiffs claimed that the agency's failure to update an 11-year old Environmental Assessment to consider the revolution in knowledge about ancient forest ecosystems of the past decade violated NEPA.[4] The court reasoned that if plaintiffs won in this case, they might win in others on the Mt. Hood National Forest, and such hypothetical challenges "would amount to an attack on the entire plan as outdated...."

Recent Interior Appropriation Acts also have exempted timber sales on the Mapleton District of the Siuslaw National Forest in Oregon from NEPA even though the Forest Service failed to disclose, analyze and consider that the sales would result in landslides, deterioration of water quality, and adverse effects on fisheries.[5] The courts had determined that the Forest Service's failures violated NEPA, and had permanently enjoined the sales, pending compliance with the law.[6]

In 1989, the district court in Washington held that the Forest Service had likely violated both NEPA and the National Forest Management Act in adopting a spotted owl management plan uniformly called irresponsible by qualified experts.[7] Similarly, the federal district court in Oregon determined that BLM had violated NEPA in failing to consider significant new information about the potential extinction of the northern spotted owl.[8] Section 318 of the 1990 Interior Appropriations Act, however, "determines and directs" that the Forest Service and BLM management (as modified slightly by Section 318) "is

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3/ Portland Audubon Society v. Lujan, 712 F.Supp. 1456, 1484-85 (D.Or. 1989).

4/ Oregon Natural Resources Council v. Mohla, 895 F.2d 627 (9th Cir. 1990).

5/ See Supplemental Appropriations Act, Pub.L.No. 99-88, 99 Stat. 293, 340 (Aug. 15, 1985); Dep't of Interior Appropriations Act, Pub.L.No. 100-446, § 321 (Sep. 27, 1988)

6/ National Wildlife Federation v. Forest Service, 592 F. Supp. 931 (D. Ore. 1984).

7/ Seattle Audubon Society v. Robertson, No. 89-160 WD (W.D. Wash.), Order on Motions for Changes of Venue and Preliminary Injunction (March 24, 1989).

8/ Portland Audubon Society v. Lujan, 712 F.Supp. 1456, 1484-85 (D.Or. 1989).

adequate consideration for the purpose of meeting the statutory requirements that are the basis" for these two suits. Those statutes include NEPA, NFMA, the Migratory Bird Treaty Act, the Federal Land Policy & Management Act, the Oregon & California Lands Act, and the Administrative Procedure Act. As a result, the courts have now allowed conduct to proceed that they had previously found either illegal or likely illegal.

If putting the agencies' spotted owl management activities above the law were not a significant enough tampering with the administration of existing environmental laws, the Forest Service recently argued that Congress intended to bar all applications of the National Environmental Policy Act to the Forest Service in Washington and Oregon during fiscal year 1990. As the government's lawyer told the court:

> We think the intent of [Congress in section 318(b)(6)(A) was] not merely to repeal NEPA for owls. It repeals NEPA for roadless areas, NEPA for old growth ecosystems, NEPA for sensitive plants, NEPA for watersheds and sedimentation, NEPA for an unlimited variety of claims. . . . [W]e think that [in section 318] the intent of Congress was to abate NEPA litigation in general.[9]

The message to the agencies of the court-stripping provisions in the recent Appropriations Acts is clear and it is inappropriate: The government takes court-stripping riders such as sections 314 and 318 of the 1990 Interior Appropriations Act as open invitations to ignore the law.

The Subcommittee should stop issuing such invitations. It should not approve any limitations on citizen access to the courts or carve out any special exemptions from national environmental laws for fiscal year 1991.

B. Appropriations Riders That Limit Rights of Judicial Review Set an Unwise Precedent of Circumventing Duly Considered and Enacted Substantive Legislation.

The standing rules of the House of Representatives (and the Senate) explicitly prohibit inclusion in an appropriations measure of any provision or amendment that changes existing law.[10] These rules reflect Congress' acknowledgment of the crucial difference between legislation adopting substantive laws and appropriations -- the former, but not the latter, are enacted only after full hearings, consideration of evidence, and debate by the relevant authorizing committees of Congress. Amending or repealing important laws through appropriations riders simply has no place in our legislative process.

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[9] Transcript of Proceedings in National Wildlife Federation v. Forest Service, No. 83-1153-MA (Feb. 26, 1990)(Argument of Thomas C. Lee, Assistant U.S. Attorney).

[10] See Rules of the House of Representatives, 101st Cong., Rule XXl; Standing Rules of the Senate, 100th Cong., 2d. Sess., Rule XVl (Doc. No. 100-33)(June 1, 1988).

C. Appropriations Riders that Limit Rights of Judicial Review Wrongly Place Our Environment at Risk.

Twenty years ago Congress exempted the trans-Alaska oil pipeline from a challenge that claimed the failure to consider an overland alternative for transporting oil violated NEPA. Last year saw the tragedy of the Exxon Valdez in Prince William Sound. The lesson of the pipeline case is that ad hoc meddling in existing judicial processes seldom -- if ever -- benefits the environment.

This year, Congress' decision to use the Interior Appropriations Act as a vehicle to put the Forest Service and BLM above the laws raises the same risk of environmental disaster. Time and again, the advisory committees established under section 318 have been asked to approve timber sales in important old growth areas -- timber sales that agency biologists acknowledge will have serious adverse impacts on the imperiled northern spotted owl.[11/] Had Congress not exempted the government from compliance with NEPA and other environmental laws in section 318, many of these timber sales would have been relocated or other sales substituted for them before logging proceeded. Under section 318's suspension of the environmental laws, however, these timber sales will be sold and logged without regard to environmental harm.

CONCLUSION

We urge the Subcommittee to make it known clearly and early in the appropriations process for fiscal year 1991 that it will not consider or accept provisions in the Interior and Related Agencies Appropriations bill that limit citizen access to the courts, interfere with on-going judicial proceedings or otherwise place federal agencies above the law. If the laws are unreasonable, they should be changed, not circumvented. If the laws are simply the scapegoat for changing economic conditions, continuing to undermine them year after year does no one any good.

Thank you for the opportunity to present our views on this important issue.

[11/] See The Oregonian, "Advisers Cite Threat to Spotted Owl, Again Refuse to OK Full Timber Sale (March 8, 1990)(copy attached); The Oregonian, "BLM Advisory Board Rejects Timber Sales" (March 3, 1990)(copy attached).

ADVISORY COMMIS SAT 3 MAR 90

BLM advisory board rejects timber sales

Members of panel say compromise goal impossible without harming spotted owl

By KATHLEEN MONJE
Correspondent, The Oregonian

SPRINGFIELD — The timber compromise intended to get logs to Pacific Northwest mills while protecting northern spotted owls has turned out to be impossible to achieve, unhappy citizen advisory board members said Friday.

Four members of the timber sale advisory board for the Eugene District of the U.S. Bureau of Land Management made that point by refusing to approve about 73 million board feet of Douglas fir timber sales at their last meeting Friday.

They also sent a letter saying the same thing to Sen. Mark O. Hatfield, R-Ore., an author of last fall's compromise that released federal forest lands from court injunctions won by enviromentalists who believe the owl should be protected as an endangered species.

The board majority rejected the timber sales, part of 199 million board feet that the district has been directed to sell this year, because BLM biologists said the sales would have a high impact on the owls due to loss of their old-growth habitat, members said.

"I simply cannot say, yeah, go ahead and cut that even if it hurts the owls, just so you can get that damn footage," said advisory board member Richard Fraga, a forest biologist and teacher at Lane Community College. "It's not possible to turn out the footage and protect the spotted owl."

Fraga said it was apparent from the start of the board's work in December that he would hold the swing vote on the seven-member panel. That didn't matter earlier, when the sales offered for the board's consideration by the district staff had low owl-impact ratings, he said, but the time came Friday for him to turn the former minority into the majority.

He questioned what he called the BLM's attitude that the 199 million board feet of timber was mandated in the timber compromise legislation. Rep. Peter DeFazio, D-Ore., who also worked on the compromise, said Friday that he considers the compromise's harvest amount a target, not a mandatory logging level.

Lane County Commissioner Bill Rogers, a member of the minority on the advisory board, disagreed and said the majority could have saved public money by adjourning the meeting and allowing District Manager Ronald Kaufman to make the sale decisions.

Eugene BLM officials also believe the harvest level is mandatory, said Daniel Bowman, policy analyst for the district. Kaufman, who could not be reached for comment, must consider the board's advice, but he is not bound by it, Bowman said.

BEST AVAILABLE COPY

Advisers cite threat to spotted owl, again refuse to OK full timber sale

From staff and wire reports

ROSEBURG — For the second time in a week, a timber board advising the Bureau of Land Management has refused to approve the full timber sale program the agency needs if it is to meet the target set by Congress under the one-year Northwest timber compromise.

The advisory board to the BLM's Roseburg district pointed to the agency's own staff reports when it voted 4-3 Thursday to reject timber sales totaling more than one-third of the 261 million board feet that the district has been assigned to sell this year. The reports showed that cutting in those stands would destroy invaluable spotted-owl habitat.

The advisory board for the BLM's Eugene district took similar action last week when it refused to approve the full 1990 timber sale program on the Eugene district.

In all, the Roseburg board has approved 30 timber sales totaling 169 million board feet this year. But Thursday the divided panel voted to shelve a block of 42 timber sales that members said should not be logged.

"You can't cut 261 million feet in these areas and have a reasonably low impact on the owl," said Jim Kauppila, a board member voting with the majority. "It was asking us to sign the death warrant on the owl."

Voting with Kauppila were Jim Arneson, Shannon Applegate and Ken Carloni. Voting against the proposal were Neal Walker, Bud Johnson and Dick Eisenhauer.

"It was asking us to sign the death warrant on the (spotted) owl."

— Jim Kauppila,
BLM advisory board

The board is advisory only and BLM managers can overrule its recommendations.

The board was to consider 58 sales that were prioritized based on the lowest to highest effects on spotted owls. Votes were unanimous on the first sales but began to split as the board worked through the list.

After the 16th sale, Arneson, saying he could not in good conscience recommend approval of any more sales, moved to dismiss the remainder. After lengthy discussion, the motion passed.

"I just simply felt the cut was too high and the remaining sales were too high in impact," Arneson said Friday.

"I blame Section 318 (the legislation containing the timber compromise) and Congress for putting the BLM, the citizen advisory council, the spotted owl and the environment in a very difficult situation," Kauppila said. "I felt that we put a lot of effort into this and that people need to know the process is flawed."

But Walker said he believes the majority members were derelict in following the mandate of the legislation.

"The majority of the board simply refused to follow the law," said Walker, a Roseburg attorney. "They scoffed at the law and refused to even consider a timber harvest level of 261 million feet. To my mind, it's a lot like a jury refusing to follow the instructions of the court. They refused to even consider the evidence."

District Manager Jim Moorhouse said Friday the vote did not surprise him but did disappoint him.

"I think it was an expression of discontent with Congress rather than what the Roseburg BLM tried to do," Moorhouse said.

Arneson said he believes the biologists and BLM staff did the best job they could in mitigating effects on owl habitat, but the cut was too high.

Moorhouse said the BLM would notify Congress, but the agency probably would proceed with the advertising and sale of timber needed to meet the target. "I think we do have the mandate, and we do have to consider further timber sales," he said.

3·8·90 Oregonian

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National
Center for Appropriate
Technology
Ncat
3040 Continental Dr., P.O. Box 3838, Butte, MT 59702, (406) 494-4572

TESTIMONY OF

GEORGE TURMAN
PRESIDENT

NATIONAL CENTER FOR APPROPRIATE TECHNOLOGY

SUBMITTED TO THE

INTERIOR SUBCOMMITTEE

OF THE

UNITED STATES HOUSE OF REPRESENTATIVES
APPROPRIATIONS COMMITTEE

MARCH 21, 1991

Mr. Chairman, members of the Subcommittee, I am George Turman, President of the National Center for Appropriate Technology or NCAT. I am submitting testimony in support of an important Department of Interior program operated by NCAT entitled Appropriate Technology Transfer for Rural Areas or ATTRA. ATTRA provides the latest information and technical assistance available on sustainable agriculture to farmers, market gardeners, local county agents, private organizations and agribusiness professionals through the use of a toll-free telephone line. We are requesting $1.4 million in FY 1991 for the ATTRA program.

NCAT is a private, nonprofit organization that was established 1976 with the goal of transferring appropriate technology to the American public. NCAT is headquartered in Butte, Montana and has program offices in Fayetteville, Arkansas; San Francisco, California and Washington, D.C.

NCAT has promoted appropriate technology through research, demonstration projects, information transfer, publications and training. Since 1983 NCAT has provided technical assistance on conservation and renewable energy through a program called the National Appropriate Technology Assistance Service or NATAS. This program is funded through Congress and administered by the Department of Energy.

NCAT's extensive experience in technology transfer has made it ideally qualified to develop and manage the ATTRA program. It is the only federal program that is dedicated to identifying, evaluating and researching sources of information on sustainable agriculture and making that information and research readily accessible to farmers, market gardeners, local county agents, private organizations and agribusinessmen through the use of its toll-free telephone service.

This increasing demand for information and technical assistance on sustainable agriculture is consistent with a farmer survey conducted by the Agricultural Law and Policy Institute. That survey of 535 farmers in five counties found that between 80 and 92 percent of the farmers interviewed, support increased technical assistance to reduce chemical use. In addition, the National Academy of Sciences found that research and extension program funds to study, develop and promote alternative farming systems are inadequate.

As you know, farmers have greatly increased their applications of agricultural chemicals to increase production. They now use over 850 million pounds of pesticides and 22.5 billion pounds of nitrogen fertilizers. It is well documented that some agricultural chemicals threaten fish and wildlife resources. Pesticides and other farm chemical runoff can be directly toxic to fish. The Conservation Foundation sites a study by the U.S. Fish & Wildlife Service in association with EPA, that identifies agricultural sources as the primary cause of water quality problems adversely affecting fish life in approximately 30 percent of stream miles across the United States. Furthermore, biologists are concerned about the effects of pesticides on wildlife for a number of reasons. For example, some farm chemicals can cause behavioral changes in some wildlife species; the impaired behaviors may be critical for survival. Evidence suggests that chemicals may lead to lower nesting success. Farm workers can be told not to enter a field that has just been sprayed, but wildlife species cannot be given the same warning.

Given the evidence of environmental damage by agricultural chemicals it was logical that in FY 1990 the ATTRA program was transferred to the Fish and Wildlife Service of the Department of the Interior, There is a strong link between sustainable agriculture and efforts of that Department to manage and improve non-game resources, aquaculture, range management, water quality and wildlife habitat. Most of the nation's major farming areas are also the sites of its richest riparian woodland and wetland resources. Our nation's cropland base of 421 million acres, over 300 million acres of which is intensively cultivated, is also critical wildlife habitat.

The "Director's Servicewide Priority Objectives in FY 90" of the U.S. Fish & Wildlife Agency, outlines the need to "improve direction and management of work to determine, assess, prevent, mitigate and remedy the effects of contaminants on fish and wildlife resources". ATTRA clearly helps fill this role. By providing farmers with current information on crop rotations; reduction of synthetic fertilizers, pesticides and growth regulators; integrated pest management; and crop diversification farmers can lessen the potentially adverse effects more intense farming systems can have on our wildlife and non-game resources. Futhermore, Trends toward sustainable agriculture produce diversity in crop types and smaller fields, increasing wildlife habitat and benefiting both game and non-game resources.

The environment has received a tidal wave of attention in the past year. The American public is very concerned about issues of food safety, water quality, and soil conservation. Because of this growing interest and awareness of environmental issues, sustainable agriculture can gradually become mainstream. ATTRA provides guidance and information to farmers who are shifting their agricultural practices to more sustainable methods in response to the recent public pressure. ATTRA can help growers make the transition to sustainable agriculture without losing farm profitability.

After 3 years of experience, and over 10,000 inquiries, ATTRA has proved itself as an effective, cost efficient technology transfer program. The workload for the ATTRA staff has steadily increased since the start of the program in 1987. (With the number of requests more than doubling each year.) As more farmers, agricultural specialists and agribusinessmen become aware of the ATTRA program, the case load will continue to grow. To ensure the continued quality service that ATTRA provides, funding must be ensured at the level of $1.4 million for FY 1991. ATTRA provides the link between farmers and research that make sustainable agricultural technology available to everyone.

I appreciate the opportunity to submit testimony.

NOTES

1. Agricultural Law and Policy Institute, *Agriculture and Groundwater Quality: Farmers' Perceptions in Five Diverse Sites*, (Washington, D.C.: Agricultural Law and Policy Institute, 1989).

2. National Research Council, *Alternative Agriculture*, (Washington, D.C.: National Academy Press, 1989).

3. Edwin H. Clark, II, Jenifer A. Haverkamp, and William Chapman, *Eroding Soils: The Off-Farm Impacts*, (Washington, D.C.: The Conservation Foundation, 1985).

4. The Conservation Foundation, *State of The Environment: A View Toward the Nineties*, (Washington, D.C.: The Conservation Foundation, 1987).

5. Robert I. Papendick, Lloyd F. Elliot and Robert B. Dahlgren, "Environmental Consequences of Modern Production Agriculture: How Can Alternative Agriculture Address These Issues and Concerns?", *American Journal Alternative Agriculture*, Volume I, Number 1, (Winter, 1986).

STATEMENT
OF
R. MICHAEL LEONARD
BEFORE THE
HOUSE APPROPRIATIONS SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES

CONCERNING

PROPOSED THREE MILLION DOLLAR APPROPRIATION TO PURCHASE

THE CHATTOOGA HEADWATERS/DEVIL'S COURTHOUSE TRACT
(approximately 828 acres)

FOR INCLUSION IN THE NANTAHALA NATIONAL FOREST OF NORTH CAROLINA

I am grateful for the opportunity to submit this statement to the House Appropriations Subcommittee on Interior and Related Agencies.

My name is R. Michael Leonard. I live in Winston-Salem, North Carolina. I am a tenth-generation North Carolinian, and the Leonard family has been in North Carolina for nearly 250 years. I originally began exploring the mountains of North Carolina with my grandfather who died in 1960. Since then, I have spent many pleasurable hours and days exploring and hiking through the Blue Ridge of western North Carolina.

Over twenty years ago, I first saw the Devil's Courthouse from Cowee Gap. I still remember that first glimpse of the Courthouse with its majestic cliffs plunging into the cove below. Since then, I have had several occasions to see and visit the tract of land that is proposed for purchase.

This 828 acre tract well deserves purchase. It includes the Devil's Courthouse, a craggy, dramatic spur ridge that leads out from the northeast flank of Whitesides Mountain. Whitesides Mountain itself features 900 foot high, sheer, granite cliffs, the highest in the east.

The U.S. Forest Service has already constructed a National Recreation Trail to the top of Whitesides Mountain. In 1989, this National Recreation Trail was visited by over 20,000 hikers. The trail to Devil's Courthouse intersects this National Recreation Trail near the top of Whitesides.

Purchasing the Devil's Courthouse will round out protection of Whitesides Mountain and will provide a further recreation opportunity for the many many hikers who use the Whitesides National Recreation trail mentioned above. Such a purchase will protect the Devil's Courthouse and asure public access to its magnificent views, high cliffs and unique environment.

But, this tract includes more than the Devil's Courthouse. The tract plummets 1600 feet from the Devil's Courthouse to a deep cove that contains the headwaters of the Chattooga River.

As the Subcommittee knows, the Chattooga River is a National Wild and Scenic River. It was one of the first national wild and scenic rivers and it continues to be one of the most popular whitewater rafting, canoeing and kayaking streams in the southeast.

Purchasing this 828 acres is crucial to protecting the headwaters of the Chattooga River. Unless this tract is purchased, the booming second-home developments in the Cashiers and Highlands, North Carolina area will engulf this property. The impact on the water quality of the Chattooga River would not be good.

It would clearly be a shame not to take this opportunity to purchase and protect the headwaters of the Chattooga River which flows south to pass through the heart of the remote Ellicott Rock Wilderness and to become the Chattooga National Wild and Scenic River, one of the most beautiful, most pristine and most visited National Wild and Scenic Rivers in the nation.

Thank you very much for considering my comments. I encourage the House Appropriations Subcommittee on Interior and Related agencies to approve the three million dollars needed to purchase this magnificent 828 acre tract that includes both the high granite crags of the Devil's Courthouse and the sensitive headwaters of the Chattooga National Wild and Scenic River.

March 23, 1990

LAKE STATES FOREST PRODUCTS TRADE ANALYTIC CENTER

Statement by Henry H. Webster
State Forester, Michigan Department of Natural Resources

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Creation of a regional analytic center concerning international trade in forest products has been proposed by Michigan State University, University of Wisconsin-Madison, University of Minnesota, and Michigan Technological University. The information developed by this proposed center will meet very real needs in the Lake States region. These needs have been expressed by individual forest products firms, by organizations that link loggers and other forest products processors, and by state forest resource and business development agencies that assist and encourage these firms.

Forest products industries are growing substantially in the Lake States region. During the 1980's approximately $4 1/2 billion have been invested in new and expanded forest products plants in the region. Minnesota, Wisconsin, and Michigan shared essentially equally in this new investment. Substantial increases in employment have resulted. For example, the best estimates presently available for Michigan indicate that direct employment in timber-based activities has increased from 63 thousand to approximately 67 thousand full-time jobs since last complete measurement in 1980. Total employment associated with this direct employment appears to have increased from 145 thousand to approximately 154 thousand full-time jobs. Generally parallel employment increases have also occurred in Wisconsin and Minnesota.

These employment increases are among the biggest--and may be the biggest--in any industrial sector in the economy of the Lake States region. This is extremely important from a societal perspective. Portions of the Lake States region have suffered disproportionately from well-publicized declines in the steel, heavy machinery and automobile industries. Efforts to diversify the regional and state economies are on-going in many sectors. These efforts have national importance in helping to overcome a regional decline at one point so severe as to constitute a drain on the nation as a whole.

The forest products sector is making a major contribution to these efforts. In each of the three states, the state forest resources and business development agencies have worked together directly to foster growth in the forest products sector. There has also been substantial cooperation among the three states in these efforts. Both joint effort in each state, and joint effort among the states, has been actively encouraged by the governors. Governors Perpich, Thompson, and Blanchard formed the Lake States Forestry Alliance to foster joint effort at regional level. And, for example, joint efforts in the forest resources and industries sector within Michigan are part of a special Governor's target industry program for economic development and diversification. In Wisconsin and Minnesota there are similar efforts (though the terminology differs).

Both export development and import substitution play substantial roles in these development efforts. The Lake States produce both paper products and solid wood products in substantial potential demand in many parts of the world. At the same time, this region is a substantial importer of forest products from other parts of North America both within and beyond U.S. boundaries. In Michigan, for example, only three-tenths of the forest products consumed by residents were produced here in 1980 at the beginning of expansions discussed earlier.

Both export development and import substitution require highly specific knowledge of trade patterns, and of potential niches. Existing knowledge of the international dimension of trade patterns is somewhat scattered and anecdotal in this region in my observation. This is true of both individual forest products firms and the state agencies encouraging and assisting them in export-development efforts. The work of the proposed center will very directly strengthen knowledge of the international dimension of trade patterns. The work of the proposed center will thus provide improved strategic sense of direction for state efforts to encourage export ventures by forest product firms. The work of the proposed center will also provide information directly valuable to individual forest products firms.

This improved knowledge and improved strategic sense of direction will feed directly into on-going regional efforts specific to export development. A highly specific example illustrates these efforts. During the past year there have been two regional forest products trade missions, one to portions of western Europe, and the other to portions of Asia. One was organized by the Wisconsin state forest resources agency, the other by the Michigan state forest resources agency, in each case with participation by forest products firms across the region. This was by agreement among the state agencies in order to accomplish more than could possibly be done with each state working alone. Strengthened information produced by the proposed center will help to give sharper focus to future trade missions and related efforts, as well as contributing directly to independent efforts by individual firms.

Joint work by four universities in this proposed center will also fit into a strong on-going pattern of regional cooperation in analytic work concerning forest resources. For example, efforts of the Lake States Forestry Alliance in domestic aspects of forest resource and industry development are guided significantly by three analyses carried out under leadership of recognized authorities in three of the universities participating in the proposed center. Furthermore, the Lake States Forestry Alliance is about to initiate a major policy-oriented regional forest resource assessment. This will be an expanded version of this pattern of regional cooperation in analytic work.

In summary, the proposed Lake States Analytic Center concerning international trade in forest products will directly contribute to major regional and state efforts in economic development and diversification. And it will do so within a strong pattern of regional cooperation spanning both state resource and business development agencies, and universities that provide strong analytic support to these agencies. Thank you for this opportunity to discuss an undertaking of great potential value in my considered judgment.

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STATEMENT OF
THE NATIONAL ASSOCIATION OF CONSERVATION DISTRICTS
PRESENTED TO THE
HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES
ON
FISCAL YEAR 1991 FEDERAL APPROPRIATIONS

	FY90 FINAL APPROPRIATION	FY91 ADMINISTRATION PROPOSAL	FY91 NACD RECOMMENDED
	(millions of dollars)		
FOREST SERVICE			
State and Private Forestry			
Forest Pest Management	51.4	41.7	52.0
Rural Fire Protection	14.3	4.0	15.0
Forest Management & Util.	19.0	10.9	40.0
America the Beautiful		175.0	175.0
National Forest System			
Soil, Water & Air Management	49.8	57.2	58.0
Range Management	33.0	38.3	39.0
Range Betterment Fund	4.6	4.6	5.0
Wildlife & Fish Habitat Mgmt.	80.6	84.3	85.0
BUREAU OF LAND MANAGEMENT			
Management of Land and Resources			
Soil, Water & Air Management	14.9	22.6	26.0
Grazing Management	35.3	37.6	38.0
Wildlife Habitat Management	22.6	22.6	23.0
Wild Horse & Burro Program	13.4	13.5	15.0
Range Improvements	9.4	10.2	10.2
U.S. GEOLOGICAL SURVEY			
National Mapping, Geography and Surveys	111.5	126.8	127.0
Water Resources Investigations	149.0	155.7	165.0
FISH AND WILDLIFE SERVICE			
Refuge Revenue Sharing Fund	9.0	9.0	13.7
Fish & Wildlife Enhancement	6.1	6.0	10.0
NA Waterfowl Management Plan	1.4	4.5	5.3
Wetland Easement Restoration	2.0		3.1
National Fish and Wildlife Found.	3.0		5.0

The National Association of Conservation Districts is pleased to present the Association's Fiscal Year 1991 funding recommendations for several of the Federal programs which fall under the jurisdiction of the Subcommittee on Interior and Related Agencies. These recommendations were adopted at NACD's annual convention, held February 4-8, 1990.

Conservation districts coordinate and carry out a variety of natural resources management programs at the local level. Many of these programs are carried out in cooperation with federal agencies which have natural resource management responsibilities. Since we share common objectives and jointly implement these programs, our membership feels it is very important for us to share with your subcommittee our recommendations on federal funding for these programs.

Above are listed NACD's line-item appropriations recommendations for the programs in which conservation districts have a direct interest. The remainder of this statement will elaborate on certain of these important programs.

FOREST SERVICE

NACD's principal recommendations cover two aspects of the Forest Service's budget: State and private forestry; and, the National Forest System.

The state and private forestry programs provide technical and financial assistance for managing both state-owned and privately held, nonindustrial forest resources. The need for proper management of state and private forest lands is a growing concern among the American public. NACD's funding recommendation in this area allows for the continuation of needed forestry assistance on these lands.

The recommendation on Forest Management and Utilization is intended to increase funding for Forest Stewardship programs by $18 million. Recognizing that our forest assets contribute far more than simply their timber resources, this crucial program provides federal grants to states to assist them in furnishing technical assistance to private forest-land owners for the purposes of enhancing fish and wildlife habitat, improving recreational values, and other ancillary uses in addition to timber management. The Forest Stewardship Program is consistent with NACD's commitment to multiple uses of our nation's forest resources in considering values other than timber production in designing state and local programs.

Our recommendation under this line item also provides an additional $20 million for urban forestry. Since urban factors such as automobile emissions contribute substantially to atmospheric carbon dioxide, urban forestry programs can play a significant role in mitigating this problem.

Our recommendation also provides an added $2 million for increased efforts in marketing timber products from non-industrial forests. Ensuring a sound market for timber products from private lands provides additional incentives to private landowners to establish and protect wooded lands.

NACD is also in strong support of the Administration's new initiative, America The Beautiful, which is designed to enhance our natural and recreational resources, and address the mounting concerns about the build-up of atmospheric carbon dioxide. One of the most significant components of the new initiative is a nationwide multiyear program of tree planting and forest improvement. Since America The Beautiful will rely heavily on building upon existing partnerships and networks to reach rural landowners and communities, America's conservation districts, with an extensive and effective national delivery system, will likely play a major role in making this initiative a success. NACD's recommendation calls for funding this new enterprise at $175 million for 1991.

NACD's recommendations for the National Forest System call for continuing our current efforts to ensure that these lands are properly managed. Our national forests provide this country with diverse and abundant resources -- timber, wildlife, recreation, livestock grazing, water quality benefits and many others. It is essential that these resources remain protected and managed properly.

BUREAU OF LAND MANAGEMENT

The NACD recommendation provides for bringing specific line-items in the Bureau of Land Management budget to a level which would provide adequate protection for the lands administered and managed by the agency. These lands provide resources for multiple uses such as livestock grazing, wildlife and fisheries habitat, energy production, as well as having significant recreational value in some areas. It is essential that BLM have resources adequate to properly manage and protect those lands under its jurisdiction.

U.S. GEOLOGICAL SURVEY

Information compiled and disseminated by the U.S. Geological Survey (USGS) is utilized at almost every level of government as well as by the private sector. As water quality initiatives continue to gain importance, it is essential that local, state and federal governments have accurate and detailed information on the status of both our surface and ground-water resources. NACD's recommended funding levels would allow the Survey to continue acceleration of mapping activities and investigations of ground-water resources and associated problems.

U.S. FISH AND WILDLIFE SERVICE

The U.S. Fish and Wildlife Service is the federal agency charged with overseeing the protection of the nation's fish and wildlife resources. In carrying out this mission, it is necessary for the Agency to cooperate with other agencies of the federal government as well as state and local agencies and the private sector. Two areas of the Agency's activities which merit increased attention are the North American Waterfowl Management Plan, and Wetlands Restoration.

NACD strongly endorses voluntary, incentives-driven programs for maintaining and restoring our wetlands resources. Our recommendation for $10 million for Fish and Wildlife Habitat Enhancement is intended to allow the Agency to expand the delivery of technical assistance to private landowners to assist them in protecting and enhancing wetland areas on their property.

NACD also actively supports the objectives of the North American Waterfowl Management Plan. Conservation districts work closely with the Agency in implementation activities and our recommendation allows the plan to meet its stated deadlines.

Thank you for the opportunity to share our recommendations with your subcommittee.

Maine Conservation Rights Institute

Lubec Maine 04652

HOUSE COMMITTEE ON APPROPRIATIONS
INTERIOR AND RELATED AGENCIES SUBCOMMITTEE
March 7, 1990

OBJECTIONS TO PROPOSALS FOR NPS AND OTHER FEDERAL INTERVENTION IN THE NORTHEASTERN FORESTS

By Robert Voight, Founder, Maine Conservation Rights Institute

Major national park and wilderness environmentalist pressure groups are promoting massive new federal park acquisitions and controls in the northeast. Their lobbying has already resulted in a US Forest Service draft "study" that promotes new "greenline park" controls and federal acquisition of private lands throughout the region by the National Park Service and other agencies. They are already pressing members of Congress for federal funding. The expense of buying all the land in the northeast that the pressure groups want would be billions of dollars.

The Forest Service study included recommendations by the National Park Service and its booster groups. The draft report includes a recommendation for new national parks, i.e., NPS acquisitions of private land, although it avoids alerting landowners where this would be. The House Subcommittee on National Parks and Public Lands has reportedly drafted legislation even before the final results of the "study" are completed, let alone evaluated by state and local officials.

An orchestrated campaign by well-heeled special interest groups -- including the Wilderness Society, the Sierra Club, the National Parks and Conservation Association, Earth First, the Audubon Society and several others -- is now underway to federalize and lock up millions of acres in the northeast as they have done to the people of the Pacific northwest. This is a movement to commit the federal government to massive new land acquisitions at the expense of private owners in the targeted region who have not even been told this is happening.

These are the same groups who promoted the discredited American Heritage Trust Fund (HR876) that would have spent billions on new federal land acquisitions nationwide as a new entitlement program.

These groups strive to take as much privately owned land in so called "scenic areas" as they can. They want to nationalize the privately owned forest lands and create new "wilderness" lockups in the name of "protecting the environment". The National Park Service, for example, funded a study of rivers in Maine by a Massachusetts organization -- the Atlantic Center for the Environment -- that hid its NPS involvement when it came to the area. These rivers had just been promoted for NPS involvement by the National Parks and Conservation Association, which has also called for what it calls "mega conservation" in New England.

The people of Maine are largely unaware that this process is taking place. Maine people tend to oppose federal land acquisition, but know little about the problems that have been caused by federal land management agencies and by park and wilderness pressure groups in other parts of the

" Upholding our Heritage of private spaces and property rights. "

country. Maine people tend to favor the conservation (wise use) of our natural resources, but do not know what it means to have a federal "Wilderness" designation lock up an area -- their idea of "wildnerness" is much less rigid. The Forest Service study has been publicly presented as a "tax break" for the timber industry, which tends to further keep people in the dark about the real political issues. There is a sustained campaign underway to smear the reputation of the timber industry in the name of "forest management", while the real goal is government control of the forests.

Maine has already rejected the idea of centralized State land use controls and prohibitions in favor of traditional town government and local decision making. The proposal to establish a federally mandated "greenline" area across northern New England and New York as the framework and means for "saving" the forests is an outlandish attempt to impose a new layer of government over our lives that is more radical than proposals already discussed and rejected in Maine.

The natural resources of Maine are an important part of our lives, but we remind the committee that there is a lot more to the way of life in rural New England than standing around watching the scenery, and that our way of life would be destroyed if special interest groups are allowed to impose strong controls over land use and economic activity.

The Forest Service draft report describes a bucolic, utopian sounding "vision", which is in fact only half real, and then proposes that the problems of the real world can be eliminated and the "vision" achieved if only we give up our freedom and independence in favor of massive bureaucratic control. We are supposed to accept this on the grounds that giving some Commission enormous political power will enable it to bring about all our dreams. We are not supposed to stop and think about the undesirable and unmentioned consequences of such a form of government or even question whether it could achieve the promised results. Nor does this "vision" recognize the Constitutional rights of landowners.

This is nothing more than the fallacy of the "benevolent dictatorship". In assessing the special interest groups' demands, we ask that you remember that the end does not justify the means; their means are in fact, the destruction of our way of life. Any proposals for the rural northeast should reflect this --leaving all decisions to Maine people, and not to the Washington D.C. park coalition and the "Commissions" it would establish.

The Forest Service draft report is incomplete and politically biased. The net assessment of its "strategies" promotes the point of view of preservationists who started this process already knowing that they wanted political justifications for as much government ownership and control of the land as they could get. Neither a working forest nor the independence of a rural lifestyle would be enhanced by federal parks or other forms of centralized bureaucratic control of land and the economy.

In assessing proposed schemes for land use control modeled on other parts of the country, the Forest Service draft report should have taken into account the opinions of people who have been adversely affected by them. Instead, the draft report repeated the publicity line of the advocates. Many of these schemes are nothing but takings without compensation -- which increasingly cause resentment and will lead to more legal action on Constitutional grounds as is now being undertaken by residents of the Columbia Gorge in Oregon and Washington. The attempts to sell these schemes in the name of retaining private ownership are dishonest.

Federal and pseudo-local park schemes (like the Columbia Gorge) have been colossal failures in their affect on the daily lives of the ordinary people caught within their boundaries. The National Park Service's attempt to get its nose under the tent with long-term plans for "corridors" and park takeovers has no place in Maine: The State of Maine is perfectly capable of running its own parks and natural areas without federal mandates and the kinds of civil-liberty abuse perpetrated by the National Park Service against private landowners and town governments.

Preservationist politics in the western parts of the country demonstrates the severe economic hardships that can be imposed on the people who happened to be in its way. The description and assessment of "greenline parks" based on the Columbia Gorge "model", for example, should have taken into account the problems of the people trying to live in this supposed utopia instead of the views of those running it. It was particularly in bad taste for the Yaro report -- a federally funded report on greenline parks by the University of Massachusetts emphasized by the Forest Service -- to cite the mayor of Cascade Locks, Oregon as a "source" without mentioning his opposing views.

The claims and insinuations that over 20 million acres of northern forests are somehow threatened with being paved over by Rich Out-of-State Developers is absurd. The "horror stories" examples are not typical of the vast majority of these lands. The fact that some people want to have a permanent or second home on a lake or river has long been established in Maine and is not a sign of evil. There can be public areas near the water and other scenic areas without smearing private ownership while hysterically waving around real estate ads. There are ways to avoid repeating the problems of inappropriate zoning and development that have occurred in some areas without turning us into a federal colony and nationalizing the forests and "scenic" areas.

The constant clamor by preservationists against current owners of the land and in favor of large scale government "solutions" and nationalization of the forests serves more to unmask them as closet socialists or feudalists who pose as protectors of the environment rather than a serious source of ideas. Most of their arguments simply rehash discredited 1930 concepts of central planning and controls.

The constant drumbeat of their attacks on the timber companies is part of an orchestrated publicity campaign intended to mislead people into thinking that there is a drastic problem that requires a drastic solution. In any segment of society one can find mistakes, ineptitude, and even deliberate cover ups. We suggest that you consider the fact that government bureaucracy is far more prone to that than the timber companies. The problems we face in the real world of the forests are not an excuse to nationalize them.

The simplest approach to encourage local conservation is to stop penalizing it. For example, it is well known that it is practically impossible -- nationwide, not just in New England -- for families to maintain large, undeveloped tracts of land through successive generations because of prohibitive taxes. And the recent increase in income taxes on timber sales by eliminating long term capital gains treatment predictably discouraged timber harvesting. Over the extraordinarily long periods of the tree growth cycle, much of the "profit" is due to inflation, i.e., currency devaluation, which is not a profit at all.

In the draft report, the Forest Service suggests the elimination of taxes on land sales to "conservation organizations", but that would be a politically motivated special interest subsidy. There is no reason to single out conservation organizations for such special treatment. Many of these organizations are profit-making groups that operate as glorified real estate companies and quasi-governmental agencies. They have close connections with state and federal agencies and help set public policy in advance of public decisions and hearings. Yet they are unaccountable to the public for their actions. They already have an enormous amount of political power and influence over land use and acquisition policy. The proposal for tax free sales to these organizations is yet another attempt by the preservationist lobby to cash in on what they hope will continue to be a public misperception of their role in society—as something beyond question. Once again we see the "end justifies the means" attitude of the preservationists.

Conservation organizations should be encouraged when they conform to the idea of what the Nature Conservancy used to be. There is a real need for private, non-profit organizations -- especially local ones -- that will own and maintain natural areas and help landowners with conservation easements.

Most people in rural Maine don't have any knowledge of the new drive for federal control here. When they find out that plans for federalization of our land are being orchestrated by national environmentalist organizations working with local preservationist pressure groups, they are not going to be happy about it. The lack of democratic procedures in this entire process is appalling.

Past planning and acquisition practices by environmental interest groups, including the National Park Service and the Forest Service, have ignored land owners and the rights they are guaranteed under the Constitution. Landowners must be made a part of the process from beginning to end to assure that their rights are protected, and that due process occurs. This is especially true in Maine where the land and its heritage are a vital part of the tradition, and where the life style revolves around the natural resources and their preservation. After all, it is the people of Maine who up to now have preserved the land and resources that so many outside groups now want to take.

Surely there is a better use of federal tax dollars than to worsen the deficit through controversial, grandiose spending on more federal land acquisition.

National Association
of State Universities
and Land-Grant Colleges

Robert L. Clodius, President

TESTIMONY

PRESENTED TO

THE SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES

OF THE

COMMITTEE ON APPROPRIATIONS
U. S. HOUSE OF REPRESENTATIVES

BY

PROFESSOR ROBERT L. ENG
CHAIRMAN

OF THE

FISH AND WILDLIFE COMMITTEE

OF

THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES
AND LAND-GRANT COLLEGES

MARCH 7, 1990

PURPOSE

This testimony is offered in support of the initiation of a $10 million competitive-grants program to facilitate basic and long-term research in fish and wildlife. It is proposed that this program for fish and wildlife research be established under the existing authority of Public Law 95-307 (Section 5), the Forest and Rangeland Renewable Resources Research Act of 1978.

It also is requested that funding to support the time-tested Cooperative Fish and Wildlife Research Unit Program (administered by the U. S. Fish and Wildlife Service of the United States Department of the Interior) be increased from the level of $6.5 million appropriated in FY '90 to the level of $7.186 million in FY '91 so as to assure the continuance of quality research and programming.

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Mr. Chairman and Members of the Subcommittee:

I am Robert L. Eng, Professor of Wildlife Management in the Fish and Wildlife Management Program at Montana State University and Chairman of the Fish and Wildlife Committee of the National Association of State Universities and Land-Grant Colleges. I also represent the Association of University Fish and Wildlife Program Administrators. My purpose today is to testify on behalf of the nearly 150 institutions that comprise the National Association of State Universities and Land-Grant Colleges (NASULGC). The administrators, scientists, and educators in the Association are vitally concerned about the future viability of our fish and wildlife resources which, in addition to their ecological, economic, recreational, and aesthetic values, are the barometers of the ecological health of the Nation.

Notably, the recreational and economic value of fish and wildlife in the United States are increasing at a substantive rate each year. The 1985 National Survey of Fishing, Hunting and Wildlife-Associated Recreation revealed an overwhelming strong demand for the utilization and enjoyment of the fish and wildlife resources of the Nation. In 1985, 141 million, or 78%, of the 181 million Americans 16 years of age or older participated in some fish- or wildlife-related activity; in contrast, only 99 million, or 58% of the 170 million Americans of the same age profile were participants in 1980. In 1985, fish- and wildlife-related expenditures totaled $55.5 billion, which substantially surpassed the expenditures of $40 billion in 1980. Collectively, in 1985, the nonconsumptive use of these resources outweighed the consumptive use by nearly two to one. Further, this vertebrate faunal base is the focal point of maintaining biological diversity and ecosystem integrity.

Importantly, the public's perception of fish and wildlife resources has changed markedly in the past decade. Our citizenry also has expressed a strong willingness to make substantial social and economic sacrifices to safeguard these living wild resources. Thus, fish and wildlife resources represent a renewable commodity for which there is a strong and rapidly increasing public demand and, accordingly, a commodity that is capable of generating sustained societal values and economic returns.

The intelligent and rational conservation and management of this Nation's fish and wildlife resources in the future will be crucial and difficult. At stake are not only our fish and wildlife resources, but also their associated habitats — irreplaceable estuaries, wetlands, rivers and lakes, farmlands and forests, which collectively constitute the functional base ecosystem. Conflict resolution wrought by the impacts of agriculture, forestry, mining, oil exploration and drilling, industry, urbanization, and climatic modification on fish and wildlife and their habitats will increase many-fold in the years ahead. And, it is crucial to recognize that most of these impacts are cumulative. Furthermore, fish and wildlife issues are a critical component of many current and emerging national issues, such as water quantity and quality, acid rain, toxic pollutants, soil erosion, cropland conversion, wetlands drainage, "sodbuster" and "swampbuster" programs, range rehabilitation, and de- and re-forestation. To illustrate, the issue of deforestation, with the attendant loss of faunal species and ecosystem functions, has emerged as one of the great challenges of mankind. Yet, it is commonly believed that forest depletion is a problem only of the tropics and the lesser developed countries; this is not the case. In growth states, such as Texas and Florida, the rate of forest depletion equals or exceeds that occurring in most tropical countries. Thus, we have the challenge and the obligation to develop mitigative conservation strategies to combat the effects of forest fragmentation on faunal diversity right here at home.

In short, the research base needed to underpin the development of critical fish and wildlife policies is lacking. Moreover, the scope of problems and challenges in fish and wildlife research — on which decision-making and management is dependent — far exceeds the capabilities of resource agencies and institutions. We cannot meet our growing research responsibilities if we are forced to rely on the current level of available funds. A further critical point in this scenario is that the fish and wildlife profession, because of a short-fall of research monies and the overburden of immediate problems, has been forced to direct a major portion of its research to short-term or "brushfire" issues. Collectively, these events have resulted in a critical demise in both basic and long-term research in fish and wildlife, which has reduced our scientific readiness in being able to respond effectively to future problems. Fish and wildlife has been, and continues to be, a forgotten component in national policy. The priority need, therefore, is not only to insure the effective application of existing agency and institutional funding of fish and wildlife research, but also to supplement that funding in a functional and cost-effective manner.

Currently, there is no focal point for obtaining funds for basic and long-term research in fish and wildlife. The National Science Foundation funds some basic ecological fish and wildlife research, but only in a minor, or tangential, way. And, the Fish and Wildlife Service, Forest Service, Bureau of Land Management, and state resource agencies have their own internal priorities for research, most of which are directed toward land-management strategies. Mr. Chairman, we believe that there is a very cost-effective opportunity for enhancing this Nation's capacity for basic research on fish and wildlife. The universities and colleges of the Nation are the only major public-service institutions with a mandated research mission that do not have a substantial base for fish and wildlife research. What this means is that we have a large pool of scientific talent and facilities in place within our academic institutions that is not currently being deployed effectively to address the problems associated with managing fish and wildlife resources.

We believe that most feasible and cost-effective approach to enhancing basic and long-term research in fish and wildlife is through a competitive-grants program. Further, we recommend that this competitive-grants program be initiated at an appropriation of $10 million. Authorization for this program is contained within Public Law 95-307 (Section 5), the Forest and Rangeland Renewable Resources Research Act of 1978. This Act identifies fish and wildlife resources as value components that would benefit from appropriate research. Administration of the program would be conducted through the Office of Competitive Grants, Cooperative State Research Service, U. S. Department of Agriculture. Grants would emphasize basic and long-term research investigations designed to enhance the implementation of effective management of fish and wildlife resources. Grants, as authorized by the Act, would further research activities of federal, state, and other governmental agencies, public and private agencies or organizations, public and private universities and colleges, and individuals in the United States. The granting process would involve proposal submission and peer review.

The awarding of competitive grants should be based on identified priorities, established to enhance the understanding of the inter-relationships of fish and wildlife with their environments. As the pressure for expanded uses of our Nation's natural resources become more acute, it becomes increasingly important to gain scientific knowledge relating to the impacts of human activities on the valuable fish and wildlife resources — especially those in unique and sensitive ecosystems. We suggest that the following research priorities be identified in the Competitive-Grants Program for Fish and Wildlife Research: (1) aquatic and wetland ecosystems; (2) environmental contaminants; (3) endangered species; (4) urban wildlife; (5) agriculture, range and forest landscapes; and, (6) long-term climatic changes.

Our second request relates to an increased funding level for the Cooperative Fish and Wildlife Research Units in FY '91. The Cooperative Units serve a unique role in fish and wildlife research in that they address state, regional, and national resource issues from the cooperative perspective of the three partners — the U. S. Fish and Wildlife Service, the state agency, and the university. Over the past decade, your Subcommittee has been instrumental not only in insuring the existence of the Unit Program, but also in supporting requests for increased federal appropriations for the operation of the Units. Know that we are most appreciative of that unwavering support. However, the "cost of doing business" continues to rise unabated. Thus, Mr. Chairman, we ask your support in increasing the appropriations for the Cooperative Units Program from the FY '90 level of $6.5 million to a FY '91 level of $7.186 million. These additional monies are vital for maintaining the continued excellence of the cost-effective Unit Program.

In summary, the administrators and scientists in the state universities and colleges throughout the country support the position that the fish and wildlife resources of this Nation cannot be conserved adequately without accelerated research funding. Thus, the National Association of State Universities and Land-Grant Colleges respectfully requests that you initiate a $10 million competitive-grants program to support basic and long-term fish and wildlife research and that you support an increase in the budget request of the Cooperative Fish and Wildlife Research Units from the level of $6.5 million to a level of $7.186 million for FY '91. We further suggest that the additional funding for the Unit Program be directed toward bringing existing units up to full staffing rather than initiating new units.

INTERNATIONAL SOCIETY OF TROPICAL FORESTERS, INC.

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February 28, 1990

Honorable Sidney Yates, Chairman
Subcommittee on Interior and
Related Agencies
Room B-308, Rayburn Building
U.S. House of Representatives
Washington, D.C. 20515

Dear Congressman Yates:

Thank you for the opportunity to present this testimony on the FY 1991 President's budget for the tropical forestry program in the USDA Forest Service. My name is Warren T. Doolittle; I am the elected President of the International Society of Tropical Foresters, Inc., (ISTF).

Background on ISTF

ISTF was first organized in 1950 and chartered as a non-profit scientific society in Washington, D.C., in 1979. ISTF is committed to the management, protection, and wise use of the world's tropical forests. This commitment is carried out through a network of over 2200 members in 110 countries -- including the tropical, developing countries and most developed countries.

ISTF publishes a quarterly newsletter in English and Spanish, maintains a roster of members who are available for consulting positions, publishes an annual Membership Directory, distributes publications on tropical forests, sponsors workshops and symposia, and organizes chapters of ISTF.

Tropical Forestry Budget in the Forest Service

The Forest Service has carried out a modest program in tropical forestry research for many years, with funding included as part of regular funding for these program locations -- Rio Piedras, Puerto Rico, Honolulu, Hawaii, and Madison, Wisconsin. The year, 1989, is an example (as shown in the tabulation below) of a recent funding year for tropical forestry research at these three locations.

TROPICAL FOREST
BUDGET: 1989, 1990, 1991

	Program	FY 1989	FY 1990	FY 1991[3/]
1/	Institute of Tropical Forestry (Puerto Rico)	$1,235,000	$2,067,000	$1,340,000
1/	Institute of Pacific Islands Forestry (Hawaii)	728,000	1,299,000	617,000
1/	Forest Products Laboratory (Wisconsin)	205,000	252,000	216,000
2/	State and Private Forestry	0	2,500,000	0
	TOTAL	$2,168,000	$6,118,000	$2,173,000

1/ Research
2/ Technical assistance, training, and cooperation with other international organizations
3/ President's budget

However, an additional $3,965,000 (over and above the 1989 level) was appropriated for 1990. This addition, called a tropical forestry initiative, included $1,465,000 for Research and, for the first time, $2,500,000 for State and Private Forestry to carry out technical assistance, training and cooperation with international organizations. See the breakdown of funds for 1990 to the several research projects in Research and State and Private Forestry in the tabulation -- with a total of $6,118,000.

But, the President's budget for 1991 would completely wipe out the $2,500,000 for technical assistance, training, and cooperation. This would move the Forest Service away from serious problems in the tropics before the program really gets started. And, the situation for Research in the tropics in 1991 looks almost as bleak. The increase of $1,465,000 in 1990 has been reduced by $1,445,000 for 1991. See the 1991 reduced funding levels by locations in the tabulation.

Impact of the Proposed 1991 Funding Level

As pointed out above the technical assistance, training, and cooperation program for State and Private Forestry would be completely wiped out at the 1991 President's level of funding. One of two research projects in Honolulu would be dropped completely -- terminating a valuable program in agroforestry, mangroves, species selection, and forest resource information in the western Pacific. And, the other project in Honolulu would be reduced about 50 percent -- impacting work on biological, chemical, and cultural control of insects, diseases, and noxious plants.

In Puerto Rico, funding in 1991 would be reduced over a third on the ecologic and economic aspects of rehabilitating unproductive, cutover forests in the tropics; sustained-use management of natural forests; and long-term plantation research. And research on tourism and recreation in tropical forests would be terminated.

At the Forest Products Laboratory in Wisconsin, funding for research on primary processing of tropical species would be reduced about 15 percent-- at a time when trees of many species in the tropics are being burned or destroyed because of the lack of processing technology.

Conclusions

Over the years, the Forest Service -- even with limited funding -- has a fine record of research, training, and assistance in tropical forests. For example, over 50 years ago the Forest Service began research and rehabilitation of the Caribbean National Forest in Puerto Rico. Much of the forest at that time was deforested and degraded; but, through research, plantings, and rehabilitation, the Caribbean National Forest stands as a beacon of promise for forestry throughout the tropics.

The Forest Service needs to be funded at a level that will enable it to carry out a program aimed at effecting the solid management, protection, and wise use of tropical forests in the Caribbean, Latin America, Asia, the Pacific, and Africa.

For the year 1991, I recommend restoring the funding level of 1990 ($6,118,000) for tropical forestry research, technical assistance, training, and cooperation with other international organizations. Then, there should be similar increments in funding over the next several years until a total funding level of $20,000,000 is reached -- about $10,000,000 for Research and $10,000,000 for technical assistance, training and cooperation.

Finally, the Forest Service should have a line item in the budget to cover its tropical forestry program. This would give easy identification and visibility to an important area of growing concern to foresters and conservationists world-wide.

Sincerely,

Warren T Doolittle

Warren T. Doolittle
President

WTD:edl

Wildlife Management Institute

Dedicated to Wildlife Since 1911
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Washington, D.C. 20005
202/371-1808

Statement of Lonnie L. Williamson
before the
Subcommittee on Interior
House Committee on Appropriations
March 7, 1990

Mr. Chairman:

I am Lonnie L. Williamson, Vice-President of the Wildlife Management Institute. Started in 1911, the Institute's program is dedicated to restoration and improved management of wildlife in North America.

A well-known fact yet to be appropriately recognized in Congress and succeeding Administrations is that the American people value all their federal public lands much more for open space, fish/wildlife, and recreation than for timber, livestock production or other commodity use. As access to private land for hunting, fishing and other wildlife-related activities dwindles, national forests and public domain lands are becoming increasingly important as recreational resources. This immense value, as defined and projected in economic terms by the agencies, is far greater than that of commodities produced on those lands.

U.S. Forest Service

The Forest Service, with congressional and public prodding, has improved its fish and wildlife program significantly in recent years. However, proposed funding levels continue to be inequitable and keep the agency from achieving its multiple-use mission.

We recommend that the Forest Service's fish and wildlife program be funded at a level to implement 90 percent of the land management plans. This would make fish and wildlife investments equitable with those requested by the Administration for timber. For fish and wildlife, this means an add-on of $46 million. We suggest that the $46 million be distributed as follows: $6.1 million to inland fisheries, $7.8 million to anadromous fisheries, $10.6 million to wildlife operations, and $21.7 million to wildlife under the Service's "Get Wild" initiative.

A significant portion of this increase could be achieved through the Service's Challenge Cost-Share Program, where federal dollars are matched with private donations.

We also recommend that the Forest Service range program be increased over the Administration's $38.3 million request by at least $3 million. The range program is beginning to come alive, as the Service's "Change on the Range" effort gains momentum. Improper administration of livestock grazing on the National Forest System is historic and a major cause of fish and wildlife habitat deterioration. This sad and publicly unacceptable situation can be reversed to the benefit of all concerned if the Service is given support and encouragement.

Research in the Forest Service must be maintained and improved, to give the agency needed management information for meeting increased demands. Nearly $4 million should be added to Forest Environment Research on wildlife, threatened and endangered species, fisheries and rangeland rehabilitation to continue existing research activities. Another $7 million is needed for new initiatives and to accelerate priority research on fish and wildlife. Overall, we recommend that Forest Environment Research receive $47 million, $11 million above the Administration's request. Specifically, we urge the Subcommittee to increase funding for the Pacific Northwest Research Station by $400,000. This money is needed to continue nongame research ($100,000), continue livestock grazing/timber regeneration research ($100,000), and accelerate research on elk/deer/cattle/timber interactions ($200,000).

Due to apparent pressures from timber interests and Congress, the "allowable sale quantity" (ASQ) of timber on national forests has been set considerably above the lands' ability to produce on a sustained basis. It must be reduced at some point to comply with multiple-use mandates affecting the Forest Service. Investments in timber support programs will be reduced when the cut is brought into line, which should offer opportunities for funding redistributions that would help put non-commodity programs more in balance with extractive uses of forests.

Bureau of Land Management

The Administration's FY 1991 proposal for BLM renewable resource management is far more supportive than at any time in recent years. This is largely credited to a new Director who has both the will and capacity to make needed changes. However, BLM programs still are woefully insufficient to respond to growing resource needs fostered by increased public demand.

Within BLM, a blueprint for fish and wildlife programs has been developed. That document is the Fish and Wildlife 2000 plan. BLM's proposed budget of $25.5 million for fish and wildlife habitat falls far short of the $60 million commitment needed to capitalize on opportunities and achieve plan objectives. The Institute recommends that this budget be increased to $34 million as a vital first step in implementing the plan for FY 1991. We further recommend that priority attention be given to adding new professional staff sorely needed in BLM fish and wildlife programs.

The Institute also recommends that BLM's rangeland program ($37.6 million) be increased by $4 million with $2 million used to enhance riparian habitats on public rangeland. Priority attention for the remainder should go to range use administration and supervision.

BLM is at a crossroad. It at last seems to have the dedicated leadership that can restore degraded rangelands and riparian areas in ways to benefit fish, wildlife, millions of recreational users, and the relatively few livestock grazing permittees dependent on public domain land.

Fish and Wildlife Service

The Fish and Wildlife Service's (FWS) FY 1991 budget gives much needed emphasis to several important activities. Improved funding for wetland initiatives, including the North American Waterfowl Management Program, are prime examples. However, other important programs require Congressional attention to maintain and build their effectiveness.

The Institute strongly recommends that FWS funding for monitoring, management and assessment of nongame migratory birds be increased by $860,000, rather than reduced as proposed by the Administration. In addition, the Institute recommends $870,000 be added to nongame research and $5 million be appropriated for the Fish and Wildlife Conservation Act of 1980 to match funds from states for nongame conservation programs.

Funding for endangered species, although equalling FY 1990 budget levels, remains inadequate to address recovery needs or to maintain state initiatives. Therefore, the Institute recommends that full funding (approximately $17 million) be established for Section 6 as authorized in the 1988 Amendments to the Endangered Species Act.

Funding of the Refuge Revenue Sharing Act continues to fall short of federal obligations to counties and creates opposition to FWS land acquisitions. The Institute strongly recommends the addition of $4.3 million to fully fund FY 1991 Refuge Revenue Sharing obligations.

The Institute commends and supports the Bush Administration's request of $15 million for implementation of the North American Wetland Conservation Act. This appropriation will generate, through matching partnership contributions, at least $30 million in valuable wetland conservation projects in North America.

The Institute also strongly supports vital FWS-specific funding for continuing wetland projects, and FWS activities and responsibilities under the North American Waterfowl Management Plan (NAWMP). The Institute recommends that $6.2 million be added to the FWS proposal for joint venture wetland restoration projects and $865,000 be added for NAWMP administration.

The Institute supports the FWS's funding proposal for improved migratory bird surveys ($400,000 goose management, $200,000 waterfowl harvest, $150,000 midwinter waterfowl, and $594,000 pintail ecology surveys) and establishing a wetlands database ($400,000) to guide and evaluate migratory bird management. The Institute further recommends that an additional $900,000 be added to the Migratory Bird Office to meet current migratory bird monitoring, analysis and evaluation needs.

The FWS has requested $56.7 million for land acquisition. This is $11.3 million less than was appropriated in FY 1990. The Institute recommends that funding for land acquisition be reestablished at last year's level and that $11 million be used to purchase high priority wetlands as established by the Emergency Wetland Resources Act.

Adequate funding for refuge operations and maintenance continues to be a concern to the Institute. The Administration has proposed that $45.9 million be budgeted for FY 1991 with the intent of establishing the full annual funding requirement of $90 million by 1995. The Institute recommends that this operations and maintenance funding schedule for the National Wildlife Refuge System be accelerated if at all possible.

The 1985 Farm Act provided unprecedented opportunities for wildlife habitat enhancement on private agricultural lands. By improving coordination and leveraging its investments with those being made by the Department of Agriculture in programs like the Conservation Reserve and "Swampbuster," the FWS has been able to restore and protect large amounts of fish and wildlife habitat at relatively small cost. For this reason, the Institute recommends that an additional $2 million be added to the FWS request for Farm Act fish and wildlife enhancement work.

The Institute also supports other FWS public/private partnership wetland initiatives including: wetland restoration on/off FWS lands ($500,000) particularly to target habitat improvements on private lands not covered under the Farm Act; public/private partnerships or challenge grants ($2.4 million) to match private donations under Refuge Operations and Maintenance; and acquisition of water rights on the Stillwater National Wildlife Refuge ($2.8 million).

The Institute strongly supports the FWS proposal to increase funding for the National Wetlands Inventory by $2 million. This funding level is needed to better coordinate with federal/state priorities and develop a more accurate and current assessment of the wetland resource.

The FWS is acutely understaffed and underbudgeted to review upcoming relicensing of more than 260 federally licensed hydroelectric projects by the Federal Energy Regulatory Commission or to respond to other permit review requests of the Corps of Engineers and the Environmental Protection Agency. The Institute strongly recommends that $900,000 in additional funding be provided to review hydropower relicensing requests and $1 million be provided to review 404 and other permit activities to identify and avoid adverse impacts to fish and wildlife.

Finally, the Institute recommends that an additional $350,000 be appropriated to fully staff and operate Fish and Wildlife Cooperative Research Units. These valuable units, working cooperatively with states and land grant colleges have been seriously underfunded for several years. In addition to full funding for the Coop units, $250,000 funding should be continued to maintain vital services to state and federal agencies by the Southeastern Cooperative Wildlife Disease Study and $600,000 restored to the Service's budget for continuing to produce the "Wildlife Review" and "Fisheries Review" publications.

We appreciate the opportunity to express our views on this important appropriations matter.

Statement to the House Appropriations Committee, Subcommittee on Interior and Related Activities

Congressman Sidney Yates, Chairman
Hearing on Natural Resources Program
March 7th, 1990

Roger A. Sedjo
Senior Fellow and Director,
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Statement By Roger A. Sedjo to the House Appropriations Committee,
Subcommittee on Interior and Related Activities
Congressman Sidney Yates, Chairman
March 7th, 1990

My name is Roger A. Sedjo. I am a Senior Fellow and the director of the Forest Economics and Policy Program of Resources for the Future (RFF). RFF in a private, nonprofit, nonadvocacy policy research organization located in Washington, D.C. which has been operating since 1952. RFF undertakes policy resource on issues relating to natural resources, energy, the environment, agriculture and risk management.

As director of the Forest Economics and Policy Program I have been involved over the past 12 years in research related to a variety of forestry, environmental and ecological issues, both domestic and international. These include: long-term timber supply issues; international trade and forest products problems; questions regarding forest management and investments in forestry; investigations of global environmental problems including global warming, deforestation and loss of forest biodiversity.

Today I would like to discuss the types of questions that are going to need to be addressed by Forest Service research over the decade of the 1990s with particular reference to "resource analysis research." Although I am not conversant with all the intricacies of the Forest Service budget, I am concerned that there appear to be a number of very important research activities that are not receiving attention commensurate with their importance. The areas that need continuing attention, and thus strong budget support not only next year but well into the 1990s are the areas of resource economics research, forest recreation research including wilderness, and the work on maintaining and improving forest inventories.

Important resource research analysis includes ongoing and new activities in a number of specific topic areas. The first of these is that of issues related to international trade in forest resources and products. No one can doubt that international trade is important to the American economy. Although forest products trade is not usually a high visibility area, total U.S. forest products exports were an estimated $14.7 billion in 1989, with $6.1 billion in solidwood products and woodchips, and pulp and paper products being another $8.6 billion. The decade of the 1990s promises to be one of important changes in trading relationships among the major U.S. trading partners with the U.S.- Canadian Free Trade Agreement becoming fully operational and the finalization of the provisions for the European Community 1992 (EC 92). Forest products trade will no doubt be affected by these new trading agreements and a better understanding of these changes is essential to our continuing competitiveness. In addition, the continuing ability of the U.S. to export to major markets is dependent upon an understanding of the complicated trading process. Therefore analysis, such as that being undertaken by the Forest Service, which integrates trade, domestic timber supplies and knowledge of the existing forest inventories is necessary to an understanding of and U.S. commercial success in the complicated interrelated process of international trade.

A second major research area of importance is the work being done on the demand for forest products and the supply of the timber resource. It goes without saying the demand will change over the decade as the economy experiences changes in population, income, demographics and so forth. In addition, demand will also change in response to new products, processes and applications that are the result of rapidly changing technology. On the supply side, the 1990s promise even greater changes. New environmental regulations, whether at the federal, state or local level, may precipitate major changes in regional even national timber supply availability. For example, a major change currently underway that is likely to affect the adequacy of domestic timber supply is that of recycling. Paper and paperboard recycling are particularly important since major increases in the volumes recycled almost surely will significantly change the demand for virgin fiber.

A third research area of major importance is that of the provision by the forests of recreational services. It is well recognized that the provision of recreational services, both urban and rural, is one of the most valuable outputs of the forest. What is much less well understood is how resources ought to be directed to more efficiently provide those forest recreation services. This is in large part due to a lack of understanding of the nature of recreational supply and demand. Research on this problem is critical if the Forest Service and other public forest managers are to develop a more rational approach to allocating resources to provided recreational supply.

Finally, there can be little doubt but that ecological considerations will be a major influence on National Forest timber harvests and management as the 1990s proceed. A new forest management concept receiving increased considerable attention is that of "the new forestry" which envisages a forest management regime, particularly in the Pacific Northwest, that includes significant consideration for the maintenance of the unique ecological properties of the forest while proceeding with timber harvesting activities. Although considerable attention has been given to developing the essential features of this type of management regime, little attention has been given to the economic implications of such management. Research needs to be undertaken to investigate the economic implications, both the direct and the indirect, of these management approaches.

There are other areas that could be mentioned. My intention here is not to be exhaustive but rather to try to specifically identify a few critical problems areas from which the Forest Service will need research outputs to be able to properly address the priority issues that it will be facing over the next decade. To provide an appropriate knowledge base will require the maintenance of an adequate and continuing budget to allow at least minimal levels of research in these critical areas. Unfortunately, current levels of funding appear to be insufficient to realistically allow the Forest Service to undertaken these minimum research efforts.

Colorado River Basin
Salinity Control Forum

**Statement
of the
COLORADO RIVER BASIN SALINITY CONTROL FORUM**

**to the
HOUSE COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES**

**presented by
JACK A. BARNETT, EXECUTIVE DIRECTOR
March 1, 1990**

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This testimony is in support of the President's FY 91 budget request for Bureau of Land Management Renewable Resource Management activities, particularly with respect to the sub-activities under the classification of Soil, Water, and Air Management.

Soil, Water and Air Management	$16,460,000
Special designation for Colorado River Basin Salinity Control	$ 1,540,000
TOTAL	**$18,000,000**

RECENT BACKGROUND
Detailed Fund Allocation

Although the Administration did not request funding for the Salinity Control Program in FY 90, the Congress saw fit to appropriate $250,000 to initiate land-management activities on public lands specifically directed to salinity control. The Colorado River Basin Salinity Control Forum (Forum) urged that there be 1990 appropriations. The funds which were appropriated and are now available are being used to inventory subdrainages within the Colorado River Basin drainage where highly saline soils are being eroded on public lands and significantly contributing to the salinity problem of the Colorado River. The Basin States believe this is a major and important first step forward.

The seven Colorado River Basin States, acting collectively as the Colorado River Basin Salinity Control Forum, have met with Bureau of Land Management (BLM) officials to discuss ways that this major land management agency can be more actively involved in programs to control salt discharges from point and nonpoint sources on Federal lands. The States have information which leads them to conclude that tens of

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millions of dollars could be saved in Federal and State expenditures as measures are implemented to reduce salt loading to the Colorado River in order to meet water quality standards if the BLM were actively involved.

BLM has responded to instructions from the Congress, the appropriations made in FY 90, and the urging of the Basin States with attempts to identify the most cost-effective opportunities for BLM participation in salinity reduction efforts. Initial investigations indicate that the necessary actions will have multiple benefits. A major problem appears to be that highly saline soils are rapidly being eroded because of a less-than-desired vegetative cover. With the establishment of an appropriate vegetative cover, there will be less soil erosion, less salt moved to the Colorado River, improved habitat for wildlife, and enhanced grazing for livestock. The cost of some of these land management options appears, at this point in time, to provide an opportunity to reduce salt at costs lower than some of the other alternatives being considered by other federal agencies.

The Forum has concluded that the President's request for Soil, Water and Air Management funds, $18,000,000 for FY 91 including $1,540,000 specifically for Colorado River Basin salinity control, is appropriate. Funds should be spent in highly saline areas, over and above funds normally made available through the Soil, Water and Air Management fund distributions. More specifically, with respect to the funds designated for use in the Colorado River Basin, $300,000 should be spent on planning activities, $450,000 on project work, $610,000 on inventory work in potential salinity control areas, and $180,000 on monitoring where salinity control measures are complete.

JUSTIFICATION

The water of the Colorado River System serves some 18 million people and irrigates approximately 1.6 million acres of land in parts of the seven Colorado River Basin States. The River also provides domestic and irrigation water to Mexico. Salinity has long been recognized as one of the major problems in the River. Water users in the lower reaches of the River system in the United States have suffered significant adverse impacts due to the River's salinity. These impacts have been estimated to have reached over $300 million a year and could triple by the year 2010 if salinity control is not implemented. Without salinity control measures and with increased demands for Colorado River water in the Basin, the River's salinity is projected to increase, further impairing the usefulness of this water supply; without salinity control measures, economic damages suffered by the water users could double by the turn of the century.

The Basin States' concern with the River's increasing salinity led them to create the Colorado River Basin Salinity Control Forum in 1973. The Forum (whose members are appointed by the governors of the respective States) developed a salinity control policy that stated that while the Basin States continue to develop their compact-apportioned waters, salinity concentrations must be maintained at or below those levels found in the lower River in 1972. This salinity control objective is the Basin States' adopted and EPA's approved water quality standard for the Colorado River. The standard was adopted pursuant to the Clean Water Act. The policy forms the basis for the cooperative Federal/State, Basin-wide salinity control plan. The Forum has a continuing responsibility to see that a salinity control plan is implemented to meet the policy objectives.

After discussions with the Federal Government, the Republic of Mexico, and the seven Colorado River Basin States, the Congress enacted in 1974 the Forum-sponsored Colorado River Basin Salinity Control Act (P.L. 93-320). Title I of the Act established a program to reduce the salt concentrations below Imperial Dam (the last diversion point on the Colorado River in the United States), so that the United States could honor its 1973 agreement on Colorado River salinity with Mexico. The Act established a program, Title II, which allowed the States and the Federal Government to work together to prevent salinity increases in the Colorado River above Imperial Dam, benefitting users in the United States as well as Mexico. The 1974 Act also created a Colorado River Basin Salinity Control Advisory Council, composed of gubernatorial representatives of the Basin States to advise the Secretaries of the Interior and Agriculture and the Administrator of the Environmental Protection Agency as to needed annual adjustments to the salinity control effort. The appropriations recommended in this testimony by the Forum are in keeping with written recommendations to the federal officials from the Advisory Council.

In 1984 the Congress enacted much needed amendments to the 1974 act. These amendments were advanced by the Forum. The amendments (Public Law 98-569) authorized additional Department of the Interior and Department of Agriculture activities that were needed to meet the objectives of the Act. In recognition of the vast amount of Federal land managed by the BLM within the Basin, the Congress assigned certain responsibilities. These include the development of an agency-wide salinity control program for the Colorado River drainage basin, with a report due back to the Congress by July 1, 1987. The Basin States were anxious to review this report as it was anticipated that specific funding needs would be identified therein. Unfortunately, a review of the report entitled Salinity Control on BLM-Administered Public Lands in the Colorado River Basin, a Report to Congress, July 1987 will reveal that BLM chose not to address funding needs for the implementation of a BLM/Colorado River Basin Salinity Control Program. Until the recent President's budget message to the Congress, the Administration had not addressed funding needs. We are pleased with the current recommendation for funding by the Administration.

Salinity is one of the major problems in the Colorado River system. It is imperative that the salinity control activities of the BLM not be curtailed and that adequate funding be appropriated in FY 91 so that the congressionally directed salinity objectives can be achieved. Therefore, we request that the funds for the BLM, as identified in this testimony be appropriated by the Congress.

The Forum appreciates the opportunity to testify on this important matter. We offer our continued cooperation with the Federal entities as we collectively look for cost-effective ways to maintain the quality of the River.

Jack A. Barnett
Executive Director

The Izaak Walton
League of America

DEFENDERS OF SOIL, AIR, WOODS, WATERS, AND WILDLIFE

OCEAN COUNTY CHAPTER
11 Barberry Lane
Short Hills, NJ 07078
(201-376-2218)

March 7, 1990

TESTIMONY OF: WILLIAM deCAMP, JR., PRESIDENT
OCEAN COUNTY CHAPTER
IZAAK WALTON LEAGUE OF AMERICA

BY LETTER

PUBLIC WITNESS DAY, HOUSE INTERIOR APPROPRIATIONS SUBCOMMITTEE

The members of the Ocean County (New Jersey) Chapter of the Izaak Walton League of America respectfully request that at least $3 million be appropriated in FY '91 for the acquisition of the Reedy Creek/Herring Point area in Brick Township, Ocean County, New Jersey, as part of the Forsythe National Wildlife Refuge of the U.S. Fish & Wildlife Service. Of special concern are the 120 acre Herring Point section of Reedy Creek and other tracts ready for immediate acquisition.

The U.S Fish & Wildlife Service has already expressed a desire to include the Reedy Creek area in the Forsythe National Wildlife Refuge, and the President has included this item in his proposed budget, albeit in an insufficient amount.

This ecologically and economically important area is extremely, and immediately, threatened by development. At stake are habitat for state endangered and threatened species, endangered plant species and shellfish purification waters of extreme importance to the entire shellfishing industry on the northern New Jersey shore.

Wildlife values

The **Reedy Creek** area is comprised of approximately 1500 acres of wetlands and unprotected uplands in Brick Township, Ocean County, New Jersey. This is by far the largest unprotected piece of open space on northern Barnegat Bay.

Ornithological. The Reedy Creek area is proven habitat for the following state threatened and endangered bird species: Peregrine Falcon, Northern Harrier, Cooper's Hawk, Least Tern, Red-headed Woodpecker, Savanah Sparrow, Bobolink, Great Blue Heron, Osprey, and Pied-billed

Grebe (*Clay Sutton, Herpetological Associates, 1987, 1988*). Other declining species, and species of interest are: Black Duck, Black-billed Cuckoo, Whip-poor-will, Marsh Wren, Veery and White-eyed Vireo.

Reedy Creek is proven to be of great importance to migratory waterfowl and to non-endangered migrating birds along the Atlantic Coast. The tract is the first significant piece of undeveloped open space south of Sandy Hook, New Jersey, which is approximately twenty-five miles to the north. (On a single day Herpetological Associates observed an estimated 21,000 Tree Swallows and 278 Flickers - "In New Jersey these concentrations are usually only recorded at Cape May Point.")

Vegetational Zones. Oak-pine forest, coastal plain swamp, coastal bog, woodland pool, abandoned cranberry bog, salt marsh and tidal creek.

Reptiles and Amphibians "The large and diverse herpetofauna of the site reflects the importance of the area as wildlife habitat." (Herpetological Associates, 1987)

Mammals. Over 28 species of mammals have been observed, including River Otters. (Herpetological Associates 1987, 1988)

Endangered Plant species. Hairy Umbrella Sedge, Barrett's Sedge

Economic Value - Shellfishing

Immediately off Reedy Creek in Barnegat Bay is the Swan Point Clam Relay. This is the site at which shellfish harvested from *conditionally* approved waters are purified under state supervision by emersing them for a prescribed period of time. This is the only site on the northern New Jersey shore with water clean enough and salty enough for purifying shellfish. If this site were lost to development, the resulting polluting residential runoff would put numerous shellfishermen on the northern New Jersey shore out of business.

This land is extremely and immediately threatened by proposed residential developments, for example: "Meadows at Mantoloking" (186 units), "Havens Cove" (32 units near shellfish relay), "Reedy Pointe" (43 units near the headwaters of Reedy Creek), "Franscesca Estates" (20 units in Reedy Creek woods).

Rapid protection of these endangered tracts is essential. Since numerous developments threaten the upland areas around Reedy Creek, a large FY 91 appropriation, including the Herring Point section, is vital for its preservation.

Thank you

This satellite photo shows that the lack of open space on the New Jersey coast.

7
Reedy Creek area
←

URBAN PEST CONTROL RESEARCH
FUNDING PROPOSAL, FY 1991

Prepared by
NATIONAL PEST CONTROL ASSOCIATION
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- SUMMARY -

NEED FOR URBAN PEST CONTROL RESEARCH

Urban pest control protects the health and property of millions of Americans on a daily basis. Despite Congressional mandates to USDA in prior budgets, research in this area continues to be overlooked and underfunded. The need to develop alternative methods to control pests in urban environments, along with the problem of increasing pesticide resistance, dictates that funding for environmentally sound urban pest management research be increased. Reasons for this are:

- 77% of the U.S. population lives in urban areas.
- Pests that urban residents are exposed to can transmit or carry many life threatening disease organisms (food poisoning, lyme disease, rabies, etc.).
- Over 50% of homeowners try do-it-yourself methods with inadequate knowledge to do the job correctly. Increasing resistance by pests, such as cockroaches, to available pesticides results in heavy overuse trying to gain control. This overuse contaminates the environment and leads to potential harm for both home and agricultural use.
- Fleas and cockroaches cost the American public over $2 billion a year to control. Available control resources are becoming less effective (i.e. resistant strains) and larger quantities of pesticides are used trying to get control. The pests increase, the amount of pesticides increase and the costs grow.
- Termites and other wood destroying pests cost the American homeowners almost $1.3 billion a year to control and to repair damage. Less effective pesticides have to be used with much greater frequency.
- Rodent contamination and infestation costs the consumer over $1 billion annually. There is no federally-funded research laboratory devoted to research to control this pest.
- Resistance to currently available pesticides in insects and rodents is documented and increasing.

- The research base for a commercial pest control industry of over $3.2 billion in gross receipts is scattered between 20 land grant universities and five USDA/ARS centers. Funding is totally inadequate for the size of the U.S. population exposed to urban pest threats to health and property.

- In 1990 urban pest management research, the government has funded only 2.5 scientists ($400,000 net to location) for household pest work at the primery ARS laboratory for urban pest management (Gainesville, Fla.) and funded less than the equivalent of one full-time scientist (less than $100,000 net) to university researchers.

- For termite research, (U.S. Forest Service), the FY 1991 budget for the single laboratory devoted to this work (Gulfport, MS) was only $800,000.

- There is a need to expand this research base to increase funding to USDA/ARS, (government facilities) and especially to USDA/CSRS (university competitive grants), and to the U.S. Forest Service termite research laboratory in Gulport, MS in order to meet the increasing needs.

- It is recommended that a total of $850,000 be appropriated in FY 1991 to be targeted to USDA Insects Affecting Man and Animals facility at Gainesville, Fla., to USDA/CSRS for competitive research grants, and to the U.S. Forest Service lab at Gulfport, MS for research to control urban pests and the damage they inflict on humans, structures and their contents. The specific distribution for the increase in appropriation by facility (and need area) is specified.

URBAN PEST CONTROL

Proposed Increase over 1990 Appropriations for FY 1991

Agency/Objective	Amount
• USDA/ARS	
- Prime facility for urban pest control research, Gainesvile, Fla.	
For: Addition of one full-time scientist for research on cockroaches, fleas and fire ants. This is one third of USDA/ARS' statement of need for new research funds.	$200,000
Justification: Attachment A	
• U.S. FOREST SERVICE	
- Forest insect disease research work unit #FS-SO-4502 at Gulfport, MS.	
For: More effective termite control resources and methods.	$220,000
Justification: Attachment B	
• USDA/CSRS	
- Competitive university research funding	
For: Stimulate new research and education on urban pest control methods.	$430,000
Justification: Attachment C	
Samples: Specific University research proposals:	
- C-1 Research proposal University of Georgia College of Agriculture	
- C-2 Research proposal Texas A&M University, Department of Entomology	
Total	$850,000

WASHINGTON POST WEDNESDAY, FEBRUARY 11, 198

JUDY MANN

The Pest Is Yet to Come

A grave crisis is about to beset us. This is not some minor economic turbulence that we can weather by selective belt-tightening. Nor is it some foreign policy imbroglio that we can survive by placing our faith in our political leaders and hoping that they will get us through this one with their customary acumen. This isn't something we can ignore.

Our quality of life is about to be threatened. This may be up there with the great gas shortage in terms of its impact on the way America lives. Or, more specifically, the way Americans in the affected states live, and sooner or later, unless governments and communities do something, that may be everyone who doesn't live in Alaska.

We are facing an invasion of bugs. According to a story by Boyce Rensberger in Sunday's Washington Post, the Asian cockroach arrived in Tampa, Fla., about three years ago, presumably as a stowaway on a ship from Southeast Asia, and since then the bug has infested 400 to 500 square miles around Tampa at an estimated density of up to 100,000 an acre. These things not only reproduce at an astonishing rate—even for cockroaches—but they also hitchhike by car, bus and produce truck and are busily setting up colonies outside Florida. The prediction is that they may hit Maryland this summer.

The Asian cockroach is not your routine cockroach that anyone who has ever lived in New York knows too well. That roach can be controlled by spraying, distributing poisonous compounds in the infested areas, and leaning heavily on your landlord to do regular business with the exterminator. Keeping your lights on all the time is also helpful.

The Asian cockroach, however, behaves entirely differently and is infinitely more troublesome—even dangerous.

Philip Koehler, one of the entomologists who discovered the Asian cockroach invasion, described them in the article as behaving in the most revolting ways imaginable. This is the stuff of nightmares. "These Asian roaches fly, and they're attracted to light-colored surfaces. They'll swarm out in the evening and fly at the TV set. They'll sit on walls by the thousands. If you've got a white shirt on, they'll fly at it and want to roost.

"They live outdoors, too, and if you walk on the lawn, they fly up like grasshoppers. Sometimes they're so thick, you can't put your foot down without stepping on 25 or 30. If you try a cookou they'll fly around the barbecue, crawl over the foo It's pretty disgusting."

That may be the understatement of the month.

I, along with a great many other residents of m community, had some experience last year with b infestations that are similar in some respects to what is headed our way (and, apparently, everybody's way). Virginia was hit by a record-breaking box elder bug invasion. Box elde bugs fly, they like the warm, sunny sides of house and they spend the winter in box elder maple tree The best way to get rid of them, said one exterminator, was to get rid of the box elder tree The problem with that advice is that (depending c which exterminator you chatted with) the bugs m be holed up in a box elder tree one mile away fro your house or 10 miles away. Nobody knows wha attracts them to certain houses, and nobody know what their flying radius is, but everyone seemed agree that they were a harmless nuisance.

I do not consider bugs crawling on the side of house or on my deck or in my children's sandbox be harmless.

I called the U.S. Department of Agriculture to find out what they knew. It turns out that not mu money or research is devoted to bugs that don't harm agricultural produce, and the advice I got to call a university professor who is an expert on box elder bugs. He said the best defense against them was extermination and cleaning the lawn o maple pods and leaves. Ten million maple pods a one exterminator visit later, the bugs were pre much gone. They'd been enough of a nuisance i the county, however, to rate a front-page story the local newspaper.

And that's without their crawling over people's clothes and outdoor cooking or television screens The newspaper article about Asian cockroaches reported that the USDA's research budget on household pests is about $200,000 and that most that goes to salaries for scientists working on ot bugs. The Asian cockroach isn't going to differentiate between Republican and Democrati households, or members of Congress and just pl folks. The fervent hope here is that money and scientific resources will be allocated promptly to stem the hordes long before they hit the Potoma The Russians aren't coming: The Asian cockroac

OFFICE OF THE
EXECUTIVE DIRECTOR
WILLIAM P. KRUIDENIER

INTERNATIONAL SOCIETY
OF ARBORICULTURE

INTERNATIONAL SOCIETY OF ARBORICULTURE

STATEMENT TO

INTERIOR SUBCOMMITTEE OF THE HOUSE OF REPRESENTATIVES COMMITTEE ON APPROPRIATIONS

REGARDING FY91 FUNDING FOR "AMERICA THE BEAUTIFUL" PROGRAM AND URBAN FORESTRY RESEARCH

MARCH 15, 1990

SUMMARY:

The International Society of Arboriculture (I.S.A.), an organization of more than six thousand (6000) professional commercial, municipal, utility, and research arborists, supports the concept of President Bush's "America The Beautiful" program and the premise that trees can play a significant role in positively addressing two issues of interest to the public and the world: global climatic change and environmental degradation. The President's proposal is a bold redirection of public policy and allocation of public funds.

The I.S.A. heartily agrees with the premise of the President's proposal that in order to achieve the maximum benefits from trees - public education, technical assistance and incentives to plant more trees will be required. This is particularly important in meeting the needs of small and middle-sized communities where the community budget for urban (local) forestry is small or non-existent. In addition, the staff managing these resources is generally not trained in the care and preservation of trees.

Moreover, we agree with the Administration's opening comments in the environmental section of their FY91 Budget proposal, "a consensus is emerging in our society: investment in maintaining and restoring the health of the environment can now be seen to be responsible investments in the future - if they are made with due care, thought, and foresight." In the case of "America The Beautiful" proposal, society's return on its investment in trees to help solve environmental problems is and will be a direct function of their number, size, health, and placement. If we are to attain the maximum benefits of the President's proposal, it is critical that we not only plant trees, but assure their continued maintenance. Through urban tree research, we must also learn more about ways to preserve and enhance our investment.

Convincing the public to plant trees should be relatively easy, assuring continued long-term maintenance may present a major challenge. Tree care, along with public education and technical assistance are budgetary areas Congress, state and local governments must give future consideration to if we are to achieve ~~the~~ expected environmental return on the investment of time and money in planting trees.

One very critical element of the equation not addressed by either the "America the Beautiful" proposal or the FY91 budget proposed for the USDA-Forest Service is monies for research on urban forests. Urban trees exist in difficult growing conditions. So that our urban trees can mature in these adverse and changing settings, we need a much better understanding about the following:

1. How the physical environment in cities affects trees.
2. Which species adapt and acclimate best in which situation.
3. How to improve planting, maintenance and management techniques.

This research must involve the generation of new basic scientific information that will provide innovative, cost effective tree selection and maintenance techniques which will assure our urban trees attaining biological maturity instead of succumbing to adverse urban conditions.

To maximize the return on our investment in trees, we recommend allocating $5 million annually for five years to urban forestry research through the USDA-Forest

Service and the National Science Foundation. We also recommend a portion of the monies ($500,000) be allocated to a challenge grant fund which would match research dollars raised by the private sector. This fund would create a quasi public/private partnership and could stimulate the amount of private money raised for research.

BACKGROUND:

The President has identified global climatic change and environmental degradation as two issues of concern. We consider the former to encompass problems associated with the greenhouse effect, including increases in atmospheric carbon dioxide and urban heat islands. The latter involves pollution of all sorts -- atmospheric, water, and soil. Trees can play an important role in mitigating both global warming and environmental degradation, as the President's proposal indicates, but a great deal of public education and research is needed on urban trees if we are to realize the maximum opportunities and benefits presented by the "America the Beautiful" proposal.

Urban trees provide measurable benefits just as trees in the natural setting. They play an important role in community development, improving the quality of life and the environment. As a part of the community infrastructure, trees have been shown by research to be effective at ameliorating the so-called heat island effects. Urban trees offer a low-cost way to reduce air-conditioning needs which will in turn reduce carbon dioxide emissions from electrical generation (which is 35% of carbon dioxide emissions in the U.S.) when properly sited around buildings. If enough trees were planted to directly shelter buildings and reduce community summer air temperatures, peak demands for electricity would decrease. Moreover, because of their location in population centers, research indicates that urban trees are 15 times more effective than forest trees at reducing the build-up of atmospheric carbon dioxide through the "oasis effect" of cooling the urban heat islands.

CONSTRAINTS TO REACHING THE ENVIRONMENTAL GOALS:

Unfortunately, society is not receiving all the potential benefits from its urban trees because of their marginal health and longevity. The major factors limiting the growth and functional benefits of urban trees are:

1. The adverse physical environments of the urban settings.
2. Our restricted knowledge about treegrowth response in these environments.
3. A tree selection, planting, and maintenance knowledge base that is marginally responsive to our changing urban conditions and increasingly environmentally sensitive society.

Removing these limitations will require funding and program commitment for urban tree research and technology transfer.

The $30 million in the President's proposal for technical assistance begins to address one of these constraints, but a recognition of continued funding for technical assistance and education is needed if the environmental goals are to be realized.

In most cases, urban and community forest management is reactive rather than preventative. Two attitude problems exist. First, tree planting is done with the false notion that once a tree is planted, it can take care of itself. The urban environment places many stresses on a tree that require the attention of trained professionals if the tree is to survive and be healthy. Second, the misconception is that community forestry programs are simply amenity programs, unrelated to other public services, and require little or no funding. The ongoing lesson of Dutch Elm disease in the midwest and northeast shows that routine management of a mature tree population is economically and environmentally more effective than complete replacement with younger trees.

Regarding the need for public education, I.S.A. could not agree more. In fact, I.S.A. will begin to test market a program in randomly selected communities to educate the general public on planting and caring for trees. I.S.A. will be distributing a series of brochures on the basics of tree care, free to the public through these test outlets. The objective of this program is to find out what and if the public will be responsive to information on the planting and care of trees. If successful, then an additional set of brochures on other aspects of tree care may be produced. The brochures and the display will then be made available through public outlets at a cost which covers production. The development of the materials will have been born by the I.S.A. Phase two includes a series of four (4) educational video tapes. Again, this summer and fall, the I.S.A. will test the public's acceptance by distributing two tapes on tree care and planting.

One area which neither the President's proposal nor the FY91 budget for the USDA-Forest Service addresses is needed monies for research on urban trees. Arboricultural research can help to ensure that as a society we reach the mid and long term environmental goals as envisioned by the President's proposal. Thus, a major role of the research effort will be to develop information that will help arborists grow those larger, healthier, properly positioned trees. A second role for research is to provide a management system of care which minimizes the need to use pesticides and synthetic chemical controls.

Arborists know a great deal about how trees affect the physical environment of urban areas, but we have a great deal to learn about how the urban environment affects trees. The following needs reflect some of the real problems research could address and, if solved, would increase the positive environmental impact of the President's initiative along with ensuring a continuing return on the investment in the "America the Beautiful" proposal:

* Genetic researchers have little real scientific information regarding why the average life of inner an city tree is so short (eight years or less in the highly urban areas) nor do they have an inventory and assessment of the urban tree population and tree health from which to develop some

basic assumptions. This type of information is important if research efforts are to develop trees which can tolerate urban stress.

* Planning tools and site-specific guidelines are needed, if we are to realize the energy conservation through tree planting. Example - if 1000 trees were to be planted in a city under the President's proposal to help reduce the intensity of the city's summer heat island - how should the city arborist arrange those trees for maximum benefit? In long linear rows of street trees? In densely spaced parks? As quadruple rows, along wide boulevards? Like spokes on a wheel, radiating from city center?

* A comprehensive guide listing which species adapt best to which environments that exist in cities and their resistance to prevalent tree diseases and insect problems is needed to encourage additional genetic research.

* The development and implementation of an integrated plant/pest management system (I.P.M.) which minimizes crisis management and reliance on chemical control mechanism by integrating multiple tactics in a systematic manner for avoidance and control of pests is important to both the ability to sustain our urban forests, as well as positively addressing the issue of the degradation of the environment by overuse of pesticides. This effort will require on-going research in pest/beneficial organism biology and control programs, as well as a national educational campaign to train private and government arborists and the general public. The I.S.A. and the National Arborist Association, utilizing monies raised from members, have completed the first half of a research project to design a comprehensive I.P.M. system.

* The development of information on basic tree growth and how growth patterns are altered in urban settings. Or more simply stated, how much space do urban trees need for roots to grow and how does root restriction change shoot growth. These questions reflect a significant lack of basic information, regarding tree

responses to environmental stress such as drought, pollution, shade, etc., as well as, preservation and care/maintenance techniques and tree growth in the urban setting. Recognize, the research needed is very practical and applied, but the information generated or the lack of, will be an important aspect to whether we receive the maximum return on our investment as envisioned by the President's proposal.

CONCLUSION:

Our basis for raising the issue of the lack of funding for urban forestry research is based upon the premise that the value of trees in solving environmental problems is a direct function of their number, size, health, and placement. Anything we can do to either enhance the success of new plantings or maintain the health of existing plantings will serve to directly increase the environmental function trees provide.

Currently, no portion of the "America the Beautiful" proposal and only $300,000 or one-half of one percent (.0054%) of the USDA-Forest Service's $147 million research budget for FY91 is allocated for urban forestry. The state and regional chapters of I.S.A. have raised over $300,000 from members for urban forestry research. At a minimum, we recommend the President and Congress raise the portion of funds allocated to urban forestry research either through the USDA-Forest Service and/or the National Science Foundation (NSF) to an annual total of $5 million for period of at least five years. We also recommend that a portion of these funds ($500,000 as an example) be set aside in a challenge (or matching) grant fund. This would encourage the private sector to raise additional monies for research.

We appreciate the opportunity to comment and make our recommendations known regarding the needs of urban forestry. The staff and volunteers of the International Society of Arboriculture (I.S.A.) are very willing to respond to any questions or informational needs you may have regarding trees and urban forestry.

Appropriations for the U.S. Fish and Wildlife Service to Implement African Elephant Conservation Programs

Submitted by James P. Leape
Vice President for Land and Wildlife
World Wildlife Fund and The Conservation Foundation

March 20, 1990

WWF and CF urge the Subcommittee to appropriate $5 million in Fiscal Year 1991, as authorized under the African Elephant Conservation Act, to provide critically needed funds for the U.S. Fish and Wildlife Service (FWS) to carry out its mandate to protect the elephant. We will also be urging the Foreign Operations Subcommittee to provide an equal amount to the Agency for International Development (AID) to support AID projects aimed at protecting the African elephant.

The Need for Assistance

Since 1988, the United States and the international community have taken important steps to conserve the African elephant. The first was Congress' passage of the African Elephant Conservation Act, which provided the United States with a vehicle for protecting the elephant and sent a clear and powerful statement of congressional concern for its plight. Then came President Bush's decision in June 1989 to unilaterally ban commercial imports of elephant ivory into the United States. Similar actions by the European Community, Switzerland, Japan, Canada, Australia, the United Arab Emirates, and Taiwan have since contributed to a marked decline in the international ivory trade, the foremost threat facing the elephant.

Finally, in October 1989, the 105 member nations of the Convention on International Trade in Endangered Species (CITES), led by the United States, voted overwhelmingly to declare a worldwide moratorium on international trade in ivory and other elephant products. This ban, which took effect on January 18 this year, received the support of most ivory consuming countries, and, significantly, has also been endorsed by the majority of African elephant range states. These nations have now voluntarily relinquished any revenue they might have received from ivory sales in favor of protecting the species, a milestone for elephant conservation that should not be overlooked.

Yet, while we are very encouraged by these signs of political will by both ivory producing and consuming nations, WWF and CF caution that actions to curtail the ivory trade by themselves will not be enough to save the elephant. Several critical nations, particularly China, Hong Kong, and the other nations that entered reservations to the Appendix I listing, continue to trade in ivory. Many elephant range states lack the financial, technical, and human resources to carry out effective management and protection of their elephant herds.

As a result, elephant populations continue to decline, to the detriment of both the species and the nations it inhabits. In a number of countries the elephant is a central feature of tourism with proven potential to provide significant financial benefit to local people. In Kenya alone, revenues from elephant-related tourism are estimated to approach $200 million annually. Elephants also play an important ecological role in maintaining habitats and biological diversity, and with their majestic appearance and fascinating social structure they capture human imagination and inspire conservation of nature in a way that few other species do. For ecological, economic, aesthetic, and moral reasons, the extinction of the elephant must be prevented.

The Elephant Action Plan

The international ban on trade in ivory is a step in the right direction, but it will not be enough to save the elephant without massive financial and technical aid to African parks and wildlife departments. With this in mind, WWF joined in 1988 with other major international conservation and donor organizations to draw up a comprehensive strategy to save the African elephant and to coordinate international assistance programs. The resulting committee, known as the African Elephant Conservation Coordinating Group, now includes the Commission of the European Communities (EEC) and the Fish and Wildlife Service.

One of the first tasks accomplished by AECCG was to compile a detailed Elephant Action Plan setting forth objectives and priorities for an integrated, global effort to conserve the African elephant. The plan identifies 42 critical elephant populations across Africa which must be protected from poachers to assure that the species and its range of habitats are conserved.

It identifies a series of specific actions needed to protect some of the populations most threatened by poachers. Although most remaining elephants are located in existing national parks or reserves, for some populations, new protected areas will need to be established. Significant resources must be devoted to strengthening government parks and wildlife departments and improving long-term conservation area management by providing better salaries and training for personnel, and needed equipment.

Although the emphasis is on elephants as a keystone species, the Plan also provides a practical framework for enhancing Africa's overall conservation capacity in both savannah and rainforest ecosystems. It outlines pilot projects to demonstrate conservation techniques that will benefit local people and gain their commitment to conserve natural resources.

Comprehensive U.S. Action to Save the Elephant

Until 1989, the United States imported between $18 and $26 million worth of African elephant ivory each year. As a former ivory consuming country, the U.S. has a responsibility to see that elephant populations decimated by the ivory trade are restored. The United States must ensure that the Elephant Action Plan is implemented promptly, with the necessary funds, through the combined efforts of FWS and AID.

FWS elephant projects are funded through the African Elephant Conservation Fund created by the African Elephant Conservation Act of 1988, and authorized at $5 million a year for five years to implement elephant protection programs. In 1989, Congress appropriated $500,000 for the Fund and also earmarked part of the AID budget (a separate appropriation) for elephant conservation projects in Africa. Since that time, both FWS, which administers the Fund, and AID have worked hard to identify specific elephant projects worthy of United States support, and are moving now to implement their elephant programs.

While we have been impressed by the agencies' work on behalf of elephants, they simply do not have the resources adequate to the task. The $500,000 appropriated for the Elephant Conservation Fund amounts to only $14,000 for each elephant range state. This year, the Administration in its budget for the Department of the Interior has requested only $800,000 for the Elephant Conservation Fund, and another $200,000 for a reward fund to encourage individuals to report ivory smuggling.

WWF and CF believe that this level of appropriation for FWS is too low. We note that the EEC and other nations in Europe have contributed more than $3 million to meet their obligations to implement the Elephant Action Plan, and non-governmental organizations like WWF and CF have invested at least $2 million more. We therefore strongly recommend that the subcommittee this year appropriate the full $5 million for the Fund which is authorized. We will also be urging the Foreign Operations Subcommittee to earmark at least an equal amount of the AID budget for elephant conservation, so that both FWS and AID can fulfill their complementary roles in elephant conservation.

It is difficult to overstate the need for immediate and long-term support for African elephant conservation. Recently, several African range countries made public their estimates of the amounts required to establish the infrastructure necessary to protect their wildlife "estates", including elephants. The following are the immediate, short-term needs and the long-term (10-year) requirements for several countries in east Africa:

Country	Short-Term	Long-Term
Kenya	$32.0 million	$ 97.0 million
Tanzania	34.5 million	134.25 million
Uganda	17.5 million	44.0 million

In southern Africa, the government of Zimbabwe estimates that protecting and managing its large elephant herds and other wildlife will cost about $22 million per year, and the South African government says it will spend at least $3.1 million per year for elephant conservation alone. Figures for central and west Africa are not available, but can reasonably be expected to exceed the requirements of the other range states since protected areas in these regions are extremely remote and lack the infrastructure already in place elsewhere in Africa.

In light of these staggering needs, appropriation of the full $5 million which is authorized for the Elephant Fund becomes all the more important. Even with an equivalent earmark in the AID budget, the combined U.S. contribution towards African elephant conservation in FY 1991 would total only $10 million, and would have to be distributed among 35 elephant range states. This level of funding would allow FWS and AID to fund a number of specific actions outlined in the Elephant Action Plan based on their differing institutional missions and capabilities.

FWS elephant efforts focus on field actions, trade actions, and research. For example, FWS could support field actions such as the Anti-Corruption Commission that was recently appointed by President Kaunda of Zambia and has already proven successful at combatting officially-sanctioned elephant poaching there. The Commission, which has asked for $150,000 from U.S. sources, is apparently the only effective law enforcement body in Zambia and now has a district governor and a police chief under indictment for poaching. In Tanzania, the government has asked for $361,000 for emergency anti-poaching support in Ruaha National Park, $121,000 for a VHF radio system in the Selous Game Reserve, and $206,000 to implement an elephant protection strategy at Lake Manyara National Park.

FWS could support trade actions to ensure that ivory smuggling is not permitted to contribute to the further decline of elephant populations, for example, by training African wildlife and customs officers in techniques of interdiction and investigation. Such a workshop is being put together at the cost of about $150,000 by FWS and Peace Corps and is scheduled to be held in Arusha, Tanzania in August 1990.

FWS could also sponsor elephant population surveys and research by providing the funds and technical expertise necessary to conduct aerial and ground censuses, behavioral studies, and other research aimed at estimating the total population size, birth rates, social structure, and recovery potential of critical elephant populations. For example, a 1989 aerial census of elephants in Tsavo National Park, Kenya required 11 aircraft and 45 personnel. The costs involved in counting elephants in more remote areas, especially in the central African forests, would be greater--a radio-tracking project to monitor elephants in the forests of Gabon has a budget of about $148,600.

With a separate $5 million earmark for elephant conservation, we envision AID complementing FWS efforts by: 1) financing institution-building for African park and wildlife departments, as it has done in Tanzania, where AID is spending $2.5 million in FY 1990 to train Tanzanian parks and wildlife personnel in the development of land-use management plans; 2) funding specific field actions like its $250,000 project to develop an elephant management plan for Park "W", Niger; and 3) sponsoring public awareness programs aimed at fostering support for elephant conservation among local human populations in Africa, such as its extension work in the communities surrounding Tsavo National Park and Masai Mara National Preserve, Kenya, which cost $300,000 in FY 1990; and 4) developing programs to link wildlife conservation with community development similar to the Zambia Wildlands and Human Needs Program, which recieved $2.8 million in Fiscal Year 1990.

We realize $5 million is a significant expenditure of money at a time of fiscal restraint. Yet the African elephant cannot wait. WWF and CF believe that full funding of elephant conservation efforts is required if the U.S. is to make good on a commitment that has been consistently reiterated over the past several years. WWF and CF hope that this subcommittee will lead the way by appropriating the full amount authorized by the African Elephant Conservation Act, and sending the message that the United States' commitment to the elephant is more than rhetoric.

We recommend that the full $5 million be placed into the fund to be used by FWS to support project activities -- we do not see any justification for designating $200,000 for a reward fund. WWF and CF does not anticipate ivory smuggling activity in the United States that would justify setting aside this amount, especially when the money is so critically needed in Africa. In any case, because all elephant populations in Africa are listed under the Endangered Species Act (ESA), anyone turning in an ivory smuggler could be eligible for a reward from the existing reward fund established under the ESA some years ago.

The Future of the African Elephant

The African elephant is still very much in danger of extinction. Through Congress' initiative in passing the African Elephant Conservation Act, development of the Elephant Action Plan, and by leading the fight to impose the CITES moratorium on the ivory trade, the United States has taken significant steps to save the species. We have made a clear political commitment to elephant protection; the world now waits to see whether the United States will sustain its commitment by continuing to use its resources to effectively advance elephant conservation.

Greater Yellowstone Coalition

March 19, 1990

Honorable Sidney R. Yates
c/o Subcommittee on Interior Appropriations
House Office Building
Washington, DC 20515

Dear Mr. Chairman:

Enclosed is testimony from the Greater Yellowstone Coalition representing 80 local, regional and national conservation organizations and a membership of 4,000 individuals, half of whom live in the three-state area.

We would like to address the need for a Land and Water Conservation Fund appropriation for the Targhee National Forest in Fiscal Year 1990-91. Thank you for including our testimony in the hearing record.

Sincerely,

Louisa Willcox
Program Director

P.O. Box 1874 • Bozeman, Montana 59771 • (406) 586-1593 • FAX (406) 586-0851

Greater Yellowstone Coalition

Testimony of Louisa Willcox, Program Director of Greater Yellowstone Coalition before Subcommittee on Interior Appropriations.

Public Witness Hearing, March 7, 1990.

Mr. Chairman:

Thank you for this opportunity to testify in favor of an appropriation for the Targhee National Forest. My name is Louisa Willcox, Program Director of the Greater Yellowstone Coalition, an organization dedicated to the wise management of natural resources in one of America's favorite vacation areas.

On behalf of the Greater Yellowstone Coalition and the organizations we represent, I would like to bring your attention to two acquisition opportunities crucial to the protection of the southwestern portion of the Greater Yellowstone Ecosystem, requiring a $2.3 million Land and Water Conservation Fund appropriation to the Targhee National Forest in Fiscal Year 1990-91.

The Greater Yellowstone Ecosystem is renowned internationally as a favorite recreational destination point. What draws thousands of people a year to the area is an outstanding diversity of natural scenery and scenic vistas, and a remarkable variety of wildlife rarely seen in the lower 48 states.

Available in Fiscal Year 1990-91 are the only two private inholdings along Cave Falls Road, the southwest entrance to Yellowstone National Park. The Duke and Calaway properties afford excellent recreation opportunities in this area of increasing outdoor use.

Amid the otherwise well-consolidated public ownership of the southwestern Greater Yellowstone Ecosystem, the landscapes of these tracts range from riparian wetlands and meadows to densely wooded uplands. The backcountry quality of the land offers four seasons of outdoor enjoyment for anglers and hikers, cross-country skiers and other recreational visitors. Shaefer and Porcupine Creeks, which traverse the parcels, are thriving trout fisheries, with Shaefer Creek renowned as one of the premiere trout fishing streams in the western Yellowstone Basin.

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The diversity of life that depends on these lands offers uncommon wildlife habitat and includes black bear, elk, moose, and other large mammals, as well as many kinds of waterfowl, beaver and mink. Along with the surrounding public ownership, these parcels are Situation I grizzly habitat, essential to the longterm recovery of one of the two remaining reasonably viable grizzly populations.

To protect this important national resource, $2.3 million is needed in Fiscal Year 1990-91. The threat of subdivision for recreational retreats is extremely strong in this area; the virtual absence of other developable and accessible private lands puts the Duke and Calaway properties at particular risk. Private development here will have an exceedingly visible impact on this area's otherwise undisturbed scenery and wildlife and will eliminate outstanding opportunities for public recreation. Forest Service purchase of easements and fee title to restrict all development on these parcels is essential to preserving the natural character of this spectacular portion of the Greater Yellowstone Ecosystem.

LANE COUNTY
AUDUBON SOCIETY
AN OREGON CHAPTER OF NATIONAL AUDUBON SOCIETY
P.O. BOX 5086 • EUGENE, OREGON 97405

12 March 1990

Honorable Sidney Yates
Interior Appropriations Committee
Rayburn Office Building B-308
U.S. House of Representatives
Washington, D.C. 20515

Dear Representative Yates:

This letter is written as a contribution to the record of preliminary hearings for the House Committee on Interior and Related Agencies Appropriations. We address issues regarding management of federal forests in the Pacific Northwest. Specifically, we discuss events that have occurred this year under the auspices of Amendment 318 that was attached to the 1990 Interior Appropriations Bill in September 1989. Section 318 mandated certain timber sale levels for the U.S. Forest Service and Bureau of Land Management (BLM) in Oregon and Washington, while negating existing injunctions, forcing sale of over one billion board feet of previously enjoined ancient forest, and removing effective access to judicial review of agency decisions.

While billed as a compromise, no one has seen that element in the legislation beyond those that passed the amendment. John Butruille, regional forester for Region 6 of the Forest Service, has stated publicly last November that he sees the priorities of the legislation to be timber, timber, timber, and spotted owl in that order. He has demanded that the cut level be met by his forests and has terminated the conferencing agreement with the U.S. Fish and Wildlife Service on spotted owl management to speed to sales process and allow forests to put up previously planned, ill-advised sales. Mr. Butruille indicated over 80% of sales this year will be in old growth forest.

The BLM, in recently defending itself from our continuing legal claims, has argued in court that Section 318 could not be viewed as compromise legislation since the establishment of 12 new spotted owl management acres (covering slightly more than 20 thousand acres) could not be deemed fair consideration for the over one million acres of ancient forest released from injunction. The agency has presented the sale level mandated by Section 318 as a necessary target to its citizen advisory boards. For example, in the legal transcript of the Coos Bay District Advisory Board, the following exchange occurs (page 58):

> BLM: I think the total on the table you have got about 240 million
> (board feet) you will be able to look at.
> Board: Okay.
> BLM: Of that, you will have about 200 (million board feet) you
> will have to pull out.

Section 318 is a piece of legislation that everyone in Oregon now believes is impossible to satisfy (See attached sections from editorials in the Portland Oregonian and Eugene Register-Guard). The sale level called for by the amendment can not be met without having serious negative impacts on remaining ancient forest and spotted owl habitat areas.

Again, on the Coos Bay District of the BLM, only for two sales did the agency receive USFWS conferencing reports. The Thomas Mountain report stated the sale, " will appreciably reduce the amount of habitat within a 2.1 mile radius of the pairs' nest ... implementation of the sale as proposed, may also: further fragment and erode existing habitat ... creating a permanent impasse between two physiographic provinces." The Slater Slider report stated, " the proposed sale is within 2.1 miles of three spotted owl pairs... Four other sales are proposed within the 2.1 mile radii of the three pairs." Both sales were approved by the advisory board, in their attempt to reach the mandated sale level presented to the board as a necessary level as noted above.

While formed with good intention, the citizens advisory board process has for the most part been a failure. Two industry people and two environmentalists are represented on most boards, which are then completed by three at-large positions. These at-large positions typically include a county commisioner, who feels his budget will fail without continued federal timber receipts from old-growth logging. We do not believe the timber industry represents 40% of our population. Recent estimates by the Oregon Department of Employment place timber employment at 6% of the work force in Oregon. Thus, they are over represented on these boards. This, in conjunction with citizens' reluctance to break the law, which they feel they would be doing if they don't approve sales to reach the mandated cut, has lead to atrocious decisions with little documentation. Recently, two of the BLM boards (Eugene and Roseburg), surprising everyone, have refused to meet the mandated cut level in their selections due to almost all sales having high impact on the northern spotted owl. On the Coos Bay district, 95% of the sales offered were in spotted owl habitat areas.

On the Umpqua National Forest, twelve sales (Fisher, Mace, Foolsgold, Heaven, Nita, South Nita, Last, Heidi, Skip, Cowboy, First, Cope) were presented to and approved by the advisory board in areas categorized as ecologically significant by the U.S. Forest Service, while three other approved sales were highly questionable. The Umpqua has not done updated biological evaluations on many of these sales, as is required when old sales are brought forward, in an attempt to get the cut level up to the mandated level. Other national forest sale programs are similar in their devastating impact.

The recent release of a U.S. Fish and Wildlife Service report reviewing the proposed timber sale program for the BLM indicates that less than 5 percent of the Eugene District's land base remains as old growth and that no old growth outside of spotted owl management areas will remain after four years if current plans are followed. In other words, all management options will be foreclosed regarding ancient forest management prior to completion of the agencies current planning cycle. This report is essentially a repetition of the 1986 BLM biologists report which served as evidence in our recent lawsuit involving the BLM (Portland Audubon -vs- Hodel) and its old growth management policies.

The use of appropriations riders by members of the Northwest delegation, especially Senator Hatfield and Representative AuCoin, has been part of a blatant strategy to frustrate concerned citizens of Oregon and Washington in our attempts at preserving the biological diversity of our area for us and the world. The lawsuits these riders affect were initiated by citizens of the Pacific Northwest region. There is no need to indulge further the pepole of this region, it is we who have demanded change in forest management in the first place. National environmental organizations have only recently joined the grassroots of the Pacific Northwest in our efforts to save the unique biological treasure held by the ancient forests.

We ask that your committee refuse to reconsider any amendment such as section 314 or 318 during this year's appropriation cycle. The Northwest Delegation has brought forth no plan for resolution of this issue. As such, they do not deserve further indulgence. We do not believe they represent the majority of people in the region, and surely do not represent the interests of Americans around the country. The sooner it can be made clear that your committee will not tolerate another amendment , the sooner we will have resolution of this issue.

Sincerely,

Arthur M. Farley
Conservation Chair

Seeing

Portland Oregonian
4 March 90

Timber advisory board process brings bigger picture into focus

By KATHIE DURBIN

Frustrated logging contractor Don Grim spoke the name of the dilemma facing everyone who is trying to make this year's Northwest timber compromise work.

Grim, from Estacada, sits on the new Mount Hood National Forest timber sale advisory board. It was set up under the compromise to review proposed timber sales. Besides Grim, the board includes a teacher and a law school professor, both active in the environmental movement; a timber manager; a Gresham community development director; and an outdoor-film producer.

After scrutinizing maps of timber sales on the forest's Barlow district at a recent meeting, Grim observed, "If you stay out of the areas of large unfragmented old growth *and* areas of spotted owl habitat, there's nothing left to cut."

Precisely.

Four months into the Year of the Compromise, it's clear that Congress set a virtually impossible task for federal timber agencies last fall when it told them to get out the 1990 cut while not destroying too much spotted owl habitat or invading too many large, unbroken old-growth stands.

The catch is, that's where all of the best timber is — and everybody knows it.

The one-year timber supply bill Congress passed last September tried to provide something for everybody. It directed the U.S. Forest Service and the Bureau of Land Management to form citizen timber sale review panels and listen to their recommendations on spotted owls and old growth. Then it told the agencies to go ahead and meet their mandated timber sale quotas regardless.

"Congress made a fundamental error," said Paul Wilson, who serves on the Mount Hood forest board with Grim.

"The goals set for the forests, which are to get the cut out, minimize fragmentation of old growth and maintain spotted owl populations, are simply inconsistent," said Wilson, head of the Environmental and Natural Resources Law Program at the Northwestern School of Law at Lewis and Clark College.

But Mike Salsgiver, Sen. Mark O. Hatfield's natural resources assistant, says the boards are working exactly as his boss and other architects of the timber compromise intended.

"We've tried to set up a process that allows for the exchange of ideas," he said. "But in the end, you've got to put it out there and let the public and the policy-makers decide. We have to remember that these are working forests. These are not biological

---

Eugene Register-Guard
11 March 90

Exports stay high

The cynicism of Northwest log exporters becomes more apparent all the time. It revealed itself in recent congressional hearings and in responses to last week's announcement of export totals for 1989.

According to preliminary figures from the U.S. Forest Service, Oregon and Washington shipped 3.6 billion board feet of logs abroad last year. That is only slightly less than the record 3.7 billion board feet shipped the year before.

No breakdown for 1989 is available yet. But in 1988, 650 million board feet came from state-managed forests and the rest from private land. Exports from federal forests are forbidden.

The rush to sell logs to Japanese and other foreign customers who can pay far more than domestic mills has left those mills in a tightening bind — fewer logs available at higher prices.

But the exporters see no connection between these phenomena. Rolf Glerum, spokesman for the Pacific Rim Trade Association, which pushes the exporters' cause, greeted the new figures this way: "Timber is in short supply, but it is not because of log exports. If the federal cut is put back where it should be, we could continue to export logs and meet the demands of the domestic market."

In other words, if there's a supply shortage, blame it on the spotted owl. If only all the environmental restrictions on the federal forests were lifted, the Northwest could export at will and still have plenty of logs for domestic production.

Glerum and his associates know this is not so. They know that as a result of a congressional compromise last year the federal timber harvest is being sustained temporarily at a high level. They also know that the level will come down soon — drastically if the owl is put on the endangered species list, substantially even if it is not. Either way, the notion that the solution to the problem lies in an *increase* in the federal timber harvest is perverse and purposeful fantasy.

In Washington, D.C., a few weeks ago, the person speaking for the exporters was Bruce Lippke, a Seattle forest economist. He argued that banning log exports from state lands — as advocated by Rep. Peter DeFazio, D-Ore.; Sen. Bob Packwood, R-Ore.; an others — would cause a net loss o jobs, especially in Washington state.

That's hard to believe, even in th short run. In the long run, it is defi nitely not the case.

But Lippke made it clear that th corporations he represents are think ing strictly "now." He said Northwes logs attract a premium price that fo eigners are able and willing to pa "We can't create more jobs by n taking that premium and using it i the region," he argued.

The exporters aren't really inte ested in jobs. They're interested i profits. Selling logs to foreigners very high prices brings in more mo ey than milling the logs or selli them to mills in the domestic mark But trees cut now to satisfy the expo market won't be available when d mestic mills need them next year, 10 or 20 years hence.

The direct conflict is betwe maximizing timber owners' profits day and preserving sawmill and oth wood product manufacturing jobs morrow. The exporters say: Forget morrow. The Northwest can ma more money today by acting as a t plantation for the Japanese.

Congress ought to be able to through that, and to pass at least minimal log export restrictions sou by DeFazio and Packwood.

AMERICAN CANOE ASSOCIATION, INC.

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8580 Cinderbed Road, Suite 1900
P.O. Box 1190
Newington, Virginia 22122-1190
703/550-7495 or 550-7523
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Cooperating with:
American Red Cross
American Rivers
United States Canoe & Kayak Team

March 12, 1990

The Honorable Sid Yates
Chairman
Subcommittee on Interior Appropriations
U.S. House of Representatives
Room B-308 Rayburn Bldg.
Washington, D.C. 20515

Re: FOR PUBLIC WITNESS DAY RECORD: Land Acquisition Appropriations for Gauley National Recreation Area (W.Va.)

Dear Congressman Yates:

We, the two leading whitewater recreation organizations in the United States, and the largest regional whitewater club in the United States, join in requesting an adequate appropriation to acquire the bulk of lands within the boundaries of the new Gauley National Recreation Area in West Virginia.

Founded in 1880, the AMERICAN CANOE ASSOCIATION is America's oldest and largest river recreation organization, with over 25,000 members and 250 affiliated clubs.

The AMERICAN WHITEWATER AFFILIATION is the leading organization in the United States directed primarily towards conservation of whitewater rivers and adjacent lands.

The CANOE CRUISERS ASSOCIATION is the largest regional boating club in the USA, with over 2400 members in the Middle Atlantic states. Hundreds of the members of the three organizations mentioned are regular paddlers of the Gauley River, including the majority of the members of the United States Whitewater Team, which has its main training site in Washington, D.C.

In addition to being a major tourist attraction to an area of Appalachia sorely in need of economic development, the Gauley is the number one advanced-whitewater (Class IV-V) attraction in the Eastern United States, with over 45,000 commercial raft customers and many thousands of private

— the National Governing Body for Canoesport —

boater visits last year. In recognition of these facts, the Congress established the Gauley National Recreation Area, which was dedicated on September 16, 1989. However, the Gauley corridor remains largely in private hands, and in 1989 alone there were major assaults to the wilderness character of the corridor, mainly the construction of roads into the spectacular Gauley canyon. We would be happy to supply details regarding the recent road construction degredations upon request. We are also aware of contemplated timbering activities in the corridor.

In view of the importance of the Gauley to whitewater sport, as well as to the economy of West Virginia, we respectfully request an appropriation of $2,000,000 for FY1991.

In addition, we strongly support land acquisition appropriations on:

1. The Chattooga River in North Carolina, headwaters of the leading whitewater river in the Southeast,

2. The St. Croix National Scenic Riverway in Wisconsin and Minnesota, and

3. Cache Creek in Hells Canyon National Recreation Area, Oregon.

We respectfully request that this letter be added to the record for Public Witness Day. Your consideration of our views is very much appreciated.

Respectfully submitted,

Mac Thornton

Mac Thornton, for
AMERICAN CANOE ASSOCIATION
AMERICAN WHITEWATER AFF.
CANOE CRUISERS ASSOCIATION

322 Tenth St. SE
Washington, D.C. 20003
(202) 543-4923

cc: Congressmen Rahall, Staggers, Wise and Mollohan

OUTSIDE WITNESS TESTIMONY OF BETTY SUE RAY REPRESENTING KEEP SEDONA BEAUTIFUL AND NORTHERN ARIZONA TRUST LANDS, INC.,

BEFORE

INTERIOR SUBCOMMITTEE
OF THE HOUSE APPROPRIATIONS COMMITTEE,

March 7, 1990

Re: LWCF Appropriation for Verde Valley

Mr. Chairman, thank you for the opportunity to testify on behalf of an important proposal concerning the land and Water Conservation Fund. My name is Betty Sue Ray. I represent Keep Sedona Beautiful, an organization of concerned citizens and business people in the Sedona area, and Northern Arizona Trust Lands, Inc., a nonprofit charitable organization dedicated to preserving northern Arizona's natural resources. On their behalf, I respectfully request an appropriation from the land and Water Conservation Fund of $2,800,000 to allow the U.S. Forest Service to acquire 135 acres in Coconino National Forest near Sedona, Yavapai County, Arizona.

The "Red Rock country" surrounding Sedona, with its unique geologic formations, is one of the most scenic and celebrated areas in the Southwestern United States. An estimated 2.7 million people visit this part of north central Arizona annually. Spectacular Cathedral Rock dominates the landscape, towering nearly 1,000 feet above the valley floor. This striking monolith is reputed to be the most photographed site in the state.

The 135-acre propety is located in the Verde Valley at the base of Cathedral Rock, and is characterized by gently rolling red-soil meadows with a light cover of pinon and juniper. Directly across a small ridge to the north of this land is the USFS Red Rock

Crossing on Oak Creek and the Crescent Moon 160 acres set aside for passive recreation. Acquisition of the Cathedral Rock area would provide an important means of public access from the Village of Oak Creek to the landmark and the Creek for hiking, fishing, photography and art work, educational field trips, visitor relaxation and viewing of the scenic beauty.

We understand that the owners of these lands are willing to make their holdings available for purchase and permanent protection by the U.S. Forest Service if funding is provided this year. This effort has received the endorsement of many civic, business and environmental groups in the Sedona area and throughout Arizona. In addition to KSB and NATL, these include the Sierra Club, the Northern Arizona Audubon Society, the Association of Building Committees, the Village of Oakcreek Association and the League of Women Voters of Sedona.

Because this property is only a few miles from the rapidly-growing Village of Oak Creek and has access by dirt road, there is a growing threat of subdivision and development in the near future. Such development would destroy the Cathedral Rock viewshed and impair public access to Oak Creek. The present owners have expressed an increasing need to dispose of the property as soon as possible, but in such a way that would assure perpetual preservation.

Accordingly we request an appropriation of $2,800,000 from the Land and Water Conservation Fund in FY 1991 for acquisiton of the Verde Valley property adjacent to the Coconino National Forest. Such action will allow the Forest Service to effectively manage trail access to its nearby Crescent Moon site and preserve scenic vistas to Cathedral Rock for the benefit of all who visit the area. Thank you.

THE NAVAJO NATION

Leonard Haskie
Interim Chairman
Navajo Tribal Council

Irving Billy
Interim Vice Chairman
Navajo Tribal Council

NAVAJO NATION

TESTIMONY ON THE NATIONAL PARK SERVICE BUDGET

BEFORE THE

SUBCOMMITTEE ON INTERIOR AND RELATED AGENCIES HOUSE APPROPRIATIONS COMMITTEE

INTRODUCTION

The Navajo Nation is pleased to offer herewith testimony on the National Park Service budget. The Navajo Nation is the largest Indian tribe in the United States and occupies the largest reservation in the lower 48 states. Like all Indian tribes, the Navajo Nation is deeply concerned and committed to the preservation of its cultural, historic and archaeological resources. This commitment extends beyond the resources directly ancestral to the modern Navajo to all of the heritage resources located on the Navajo Reservation, regardless of the cultural affinity of their origin.

As a measure of the Navajo Nation's commitment to preservation, the Navajo Nation established a Tribal Historic Preservation Department four years ago. This Department was established even though the Navajo Nation, unlike the states, had no access to federal historic preservation funds to help underwrite the cost of this program. Last year, for the first time, federal funds were appropriated to help fund tribal preservation activities. But those funds have not yet been allocated by the National Park Service and there is no assurance that the Navajo Nation will necessarily receive any of that money.

HISTORIC PRESERVATION FUNDING FOR INDIAN TRIBES

The Navajo Nation has two specific concerns with respect to the National Park Service budget. First, during FY 1990 $500,000 was appropriated for direct historic preservation grants to Indian tribes from the Historic Preservation Fund administered by the

Post Office Box 308 • Window Rock, Navajo Nation (ARIZONA). • (602) 871-4941

National Park Service. This was the first time funds have ever been appropriated for such a purpose and the Navajo Nation commends Congress for taking this first, small step.

The Navajo Nation Historic Preservation Department was the first historic preservation program per se established by an Indian tribe. Many other tribes, however, have heritage preservation programs, organized in a fashion that coincides with their unique needs. As far as we are aware all of those programs are, like the Navajo Historic Preservation Department, funded entirely with tribal funds. But the Navajo Nation and all other tribes face major challenges in providing adequate housing, access to quality education, economic opportunities, and other basic needs of its members. Notwithstanding the tribes' substantial interest and commitment to heritage preservation, no tribe has the funds required to adequately fund its heritage preservation program. Federal funding must be provided if Indian tribes truly are to become partners in the national historic preservation program, as called for in the 1980 amendments to the National Historic Preservation Act.

The Navajo Nation's needs alone from the Historic Preservation Fund exceed $300,000 in FY 90. We are certain that other tribes have ("prorated" on the size of their reservation and population) comparable needs. In fact, the Navajo Nation understands that the National Park Service has received over 250 applications for grants from this money. If all of the applicants stayed at or below the $50,000 limit set by the National Park Service for individual applications (and we understand that many did not) those applications must represent requests totaling in excess of $12,000,000. Clearly, the $500,000 appropriated in FY 90 is totally inadequate to meet even the most basic historic preservation needs of Indian tribes.

The Navajo Nation believes that at least $5,000,000 should be appropriated to the Historic Preservation Fund for direct grants to Indian tribes. Such a sum would make a meaningful level of funding available to Indian tribes for the preservation of their heritage. (While this figure may seem a bit high when compared to the overall funding for state historic preservation programs appropriated in recent years, the Navajo Nation notes that states have been receiving appropriations since the creation of the Historic Preservation Fund some two decades ago. Indian tribes will receive their first funding from that source this year.)

In addition to providing an appropriation to continue direct grants to Indian tribes, the Navajo Nation believes that the Congress must carefully examine the budget of the National Park Service to ensure that sufficient funds are appropriated to the National Park Service to provide necessary support for the administration of these grants.

FUNDING FOR ACTIVITIES RELATING TO THE CHACO PROTECTION SITES ON NAVAJO LANDS

The Navajo Nation also requests an appropriation of $500,000 to the National Park Service for research, protection, interpretation, etc., activities pertaining to the Chaco protection sites (established by P.L. 96-550) located on Navajo lands. This request is for flow-through funds, which the National Park Service will pass through to the Navajo Nation Historic Preservation Department to conduct the work authorized by P.L. 96-550.

The Navajo Nation recognizes the tremendous archaeological significance of the Chaco protection sites. In addition to the archaeological importance of these sites, a number of them are among the most sacred places of the Navajo people, thus giving these places an added dimension of significance to the Navajo Nation.

The Chaco protection site system was created in 1980. To date, however, no funds have been appropriated to fund activities relating to these important sites. The $500,000 requested will permit the Navajo Nation to initiate a variety of important activities such as regular site patrolling by law enforcement personnel, development of management plans for individual sites, selection of a site for development as a Navajo Tribal Park, initiation of development plans, development of interpretive materials, etc.

Given the importance of these sites both to the United States (as evidenced by the enactment of P.L. 96-550) and to the Navajo Nation, the Navajo Nation strongly urges you to support funding for these activities.

If you have any questions or require additional information, the Navajo Nation will be pleased to provide it to you. Please contact Dr. Alan Downer, Navajo Nation Historic Preservation Officer, (602) 871-6437 or 6437, P.O. Box 2898, Window Rock, AZ 86515 if the Navajo Nation can be of further assistance.

SUMMARY OF FUNDING REQUESTS

The Navajo Nation is requesting appropriation to the National Park Service in the amount of:

$5,000,000 Historic Preservation Fund

$500,000 in flow-throw funds for Chaco protection site management

ARNESON & WALES
ATTORNEYS AT LAW

JAMES A. ARNESON, P.C.
DIANA WALES, P.C.

319 S.E. JACKSON STREET
P.O. BOX 2190
ROSEBURG, OREGON 97470

TELEPHONE
503/673-0696

March 5, 1990

The Honorable Sidney R. Yates
Chairman, Interior Subcommittee
House Appropriations Committee
2234 Rayburn House Office Building
Washington, D.C. 20515

Dear Rep. Yates:

I am a member of the Section 318 Board of the Roseburg District of the Bureau of Land Management. I would like to provide you with my impressions regarding the practical application of Section 318 and ask that these remarks be included in the record of any hearings held on this subject.

Our task as Board members was distinctly unpleasant. The BLM, whether rightly or wrongly, interpreted Section 318 to mandate a certain volume of timber, regardless of the impact of that cut on Spotted Owls. Our Board was directed to approve sales of 261 million board feet of timber and to minimize the impact of those sales on the Norther Spotted Owls.

The Bureau appears to have done a good job in attempting to accomplish the Congressional objective as they interpreted it. Their biologists spent many hours attempting to select sales that will have the least long-term impact on the Spotted Owl and to modify sales to minimize the impact. Our Board had access to maps, data and BLM personnel. The Board represented a cross section of those people in the community concerned about timber and environmental issues. Few of our problems have been procedural--they are substantive.

The amount of timber scheduled for sale from BLM lands is simply too high. If the BLM lands are to be something other than tree farms, the volume which the Roseburg District will sell in the future must be reduced. Of the sales from which our Board was to choose, 61% were rated by BLM biologists as having a high impact on Spotted Owls. According to the U.S. Fish and Wildlife Service, the timber sale program proposed by the BLM biologists would have a direct impact on about 40% of the owl pairs in the Roseburg District. About 10% would be highly impacted by the sales. These are the figures after the biologists did everything they could to minimize the impact of timber harvest at the "mandated" level.

The above numbers reflect direct impact--they do not reflect the indirect impacts of the sale program. "For example, important dispersal habitat may be lost without directly affecting owl pairs". Memorandum to Roseburg BLM Manager, from Field Supervisor, Fish and Wildlife Enhancement Field Station, March 1, 1990. The overall impact of the 1990 harvest was described in the Fish and Wildlife Service Overview of the Bureau of Land Management Timber Sale Program for Fiscal Years 1989-1990, dated December 21, 1989:

> The most significant effect of the proposed timber sales taken in their entirety, is the reduction of suitable habitat necessary for reproduction and dispersal within and between the physiographic provinces. The forest landscape on Bureau lands is presently, and continues to be heavily fragmented as a result of land ownership patterns and forest management practices directed by the O&C Lands Act and current land-use plans. Reduction in amount and size of the remaining suitable habitat blocks renders the smaller tracts less suitable because of biological requirements of the species. Furthermore, because most of the Bureau forests are surrounded by even more fragmented private lands, harvest of suitable nesting, roosting, foraging, and dispersal habitat is expected to further the tendency toward decline and isolation some spotted owl groups, especially within the Coast Ranges.

In short, if Congress is going to be in the business of mandating harvest levels, it must mandate significantly lower levels. There is no sound reason why our Federal forest lands cannot be managed to sustain wildlife and produce timber.

Sincerely,

James A. Arneson

JAA/ja
cc: Peter DeFazio, House of Representatives
Mark Hatfield, Senate
Wendall Wood, Oregon Natural Resources Council

JAMES A. ARNESON, P.C.
DIANA WALES, P.C.

KAREN K.C. PILLETTE
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March 6, 1990

Honorable Sidney R. Yates
Chair - Interior Subcommittee
Appropriations Committee
B-308 Rayburn House Office Building
Washington, D.C. 20515

Re: Hatfield/Adams - Sec. 318 of F.Y. 90 Appropriations Bill

Dear Representative Yates:

I understand you are currently conducting oversight hearings on implementation of the Hatfield/Adams amendment. I would appreciate the circulation of this letter to members of your committee.

I am a member of the Umpqua National Forest Advisory Board charged with implementation of the Hatfield/Adams legislation. Since we have all but completed review of sales presented to us, I would like to share with you my observations about the legislation as it has been applied to the Umpqua National Forest, focusing on the three aspects of the legislation:

- production of timber harvest volume;
- protection of significant old growth forest stands;
- protection of northern spotted owls.

(A) Production of Timber Sale Volume

As reflected in the Third Report to Congress, the Umpqua National Forest has reviewed and approved more sales than any other National Forest. With very few exceptions these sales have been approved, as presented, on the same day they were presented. The Report does not reflect that a large number of sales were approved over dissenting votes. The Report also does not reflect that the sales were reviewed without access to pertinent information:

a. We were not provided with any U.S. Fish & Wildlife conferencing reports, although all of the FY90 program had been conferenced with U.S. Fish & Wildlife;

b. We were not provided with Environmental Assessments for any of the sales;

c. Biological Evaluations were not provided for the sales presented and approved prior to 1/18/90.

d. Some sales were presented and approved for which there had been no owl survey.

The speed with which the board processed the sales exacerbated three underlying and interrelated problems:

(1) The overall harvest level mandated by Congress made inevitable significant impact on ecologically significant old growth and spotted owls.

(2) The disproportionate allocation of that target harvest level to the Umpqua National Forest further aggravated the situation. The Umpqua National Forest's proportional volume target under the Hatfield/Adams legislation was 572 mmbf for FY89/90. However, that was adjusted up by an additional 12% to 640 mmbf for the two year period. After deducting the volume sold in FY89, a balance of 495 mmbf is to be sold in FY90. This is despite the fact that there is currently in excess of 500 mmbf sold but not harvested on the Umpqua National Forest.

(3) The Umpqua National Forest, ignoring Congressional urging to prepare and offer new sales, offered the original FY90 timber sale program, adding only salvage sales, additional units on FY90 sales, a few FY91 sales and one FY94 sale to make up for volume lost due to legislatively prohibited logging in SOHAs. As stated by the Forest Supervisor at the first meeting, the role of the advisory board was quite simply "to assist the Umpqua in selecting timber sales to offer in FY90 that will meet our share of congressionally mandated volume." The equilibrium envisioned by Congress "to balance the goals of ensuring a predictable flow of public timber for fiscal year 1990 and protecting the northern spotted owl and significant old growth forest stands" (Conference Report language) has been given little more than lip service.

(B) Protection of Significant Old Growth Forest Stands

Aside from the problems inherent in the huge target harvest level, protection of "significant old growth forest stands" is hampered on the Umpqua at two levels:

(1) The first is definitional. The Forest Supervisor presented the Umpqua National Forest definition of ecologically significant old growth to the board in memo form at its 1/10/90 meeting. On the Umpqua, in order for old growth to be considered ecologically significant, it must meet the PNW-447 definition (despite the fact that the Forest does not have the necessary data base) and it must meet an arbitrary 2,000 acre minimum size. On the Diamond Lake District, in addition, there must be documented spotted owl activity. As a result of the decision to apply PNW-447 exclusively and narrowly, significant higher elevation mixed species old growth stands were excluded.

Under this arbitrary definition, of the roughly 600,000 acres of old growth on the Umpqua National Forest outside of Wilderness Areas, only 67,000 is designated as ecologically significant old growth by the agency. As a result also, on the Umpqua, ecologically significant old growth exists only in a few large blocks or "ESOGs". For example, although the Cottage Grove District has 15,000 acres of old growth meeting the PNW-447 definition, because of the 2,000 acre minimum the District is considered to have no ecologically significant old growth. Similarly, the Tiller District identified three large areas of PNW-447 old growth (1,100, 1,900 and 1,920 acres respectively) which were not identified as ESOGs due to failure to meet the 2,000 acre minimum. The Diamond Lake District acknowledged six or seven areas containing more than 1,500 acres of PNW-447 old growth that were not designated ESOGs. Clearly, there were significant areas of PNW-447 old growth excluded from any evaluation or protection under this legislation solely because of the arbitrary 2,000 acre minimum.

(2) The second problem is that, after defining the ESOG areas, their boundaries were essentially ignored in offering sales.

On the North Umpqua District, 43,700 acres were identified in six ESOGs. The advisory board approved four sales with units totalling almost 9,000 acres within three of these ESOGs. On this District, we were presented with alternative sale program options entitled "MinFrag" (providing for minimum fragmentation of identified ecologically significant old growth) and "NNNP Owl" (emphasizing protection of non-network nesting pairs of owls). Both options met a predetermined District target volume. Our choice was only between protection of old growth and protection of owls.

Because of the Diamond Lake District's especially restrictive definition, it has only one 2,100 acre ESOG outside of the Boulder Creek Wilderness Area. A sale including a 26 acre unit within that ESOG was approved by the board. In addition, a 3,300 acre sale was sold without submission to the board because it was a higher elevation stand deemed not to be PNW-447.

The Tiller District identified four ESOGs containing a total of 21,553 acres. Sales were approved which will significantly fragment two of these ESOGs. The 2,600 acre Straight Creek ESOG was identified as a priority area for potential expansion of the SOHA network. A FY91 sale within this ESOG was brought forward and offered in conjunction with a FY90 sale. Together, as approved, they include eleven units and more than 12 miles of new road within the ESOG. The board also approved 5 sales with units within the 12,000 acre Last ESOG. According to a Biological Evaluation, "(t)his old growth area supports 7 spotted owl pairs and is high quality spotted owl habitat. Priority should be given to protecting this area for its attributes of high owl densities, extensive block of high quality habitat and potential as a SOHA network expansion site." The cumulative impact of the sales was considered "high" in the report.

All of the ESOG sales were approved over dissenting votes.

Another way to assess the impact of the sale program in terms of fragmenting ecologically significant old growth is to consider the sales in terms of the Roadless Areas identified in the 1987 DEIS. Sales offered and approved will road and fragment the 6,000 acre Williams Creek Roadless Area, 7,000 acre Fairview Roadless Area, 6,500 acre Canton Creek Roadless Area, and 5,500 acre Puddin Rock Roadless Area.

(C) Protection of northern spotted owls

The actual impact of the proposed sale program on northern spotted owls is exceedingly hard to assess for a number of reasons:

(1) Many of the SOHA's protected under the act are unoccupied, that is, there are no owls living in the administratively established areas;

(2) The Umpqua National Forest has keyed on the language of the act referring to "nesting pairs of spotted owls". As a result, unless reproductive status is confirmed, the existence of owls is irrelevant;

(3) Documentation regarding "nesting" status on the Umpqua National Forest is inadequate because no comprehensive survey was done prior to 1989.

The following quotes are taken from Biological Evaluations for sales presented to the board and are representative:

> "It is important to note that our level of survey does not provide information for making conclusions on reproductive/nesting status of pairs."
>
> "The literature indicates spotted owls may not nest every year and if a pair is occupying a territory it will nest sooner or later provided there is enough habitat."
>
> "Presently, we do not monitor all known historic pairs every year and new pairs found this field season have only one year of information."
>
> "This pair has not been surveyed since 1981 and the reproductive status is unknown."
>
> "These pairs have not been monitored since the dates shown above [1981, 1984, and 1987 respectively]. Their reproductive status in 1989 is unknown."
>
> "It is possible that the pair did reproduce this year. . . It is possible that an existing nest tree or future nesting sites are within the proposed units."
>
> "We could not conclude from the survey time spent with this pair if they were nesting."
>
> "The 1989 survey area was confined to timber sale units, rock pits, road construction and additional areas nearby. Therefore, not all the historical owl sites listed in Table 1 were inventoried."
>
> "These five units are within 0.5 miles of a known day roost area, a heavy night use area, and a suspected nest grove. This small drainage is highly fragmented. Removal of these 5 units will take out the core of their activity center." (Sale approved)

Despite these qualifications, owls were presumed to be non-nesting and excluded from consideration unless definitively proven otherwise.

In response to concerns I expressed about reviewing and approving sales without seeing the U.S. Fish & Wildlife conferencing reports, the Forest Supervisor emphasized that the U.S. Fish & Wildlife reports are "just advisory anyway" and would likely have to be "ignored" in order to achieve the harvest target.

Conclusion:

The Umpqua National Forest achieved only one of the three goals established by the Hatfield/Adams legislation. It will be putting on the market almost 500 mmbf of timber in FY90. In the process of achieving that harvest level, however, the Umpqua failed totally to protect significant old growth forest stands and achieved only very minimal protection of northern spotted owls. Contrary to the intent of Congress, the advisory board functioned essentially as a rubber stamp of the Forest Service presented program.

The principal impediment to meeting the environmental goals was the mandated harvest level. At current harvest levels, ecological destruction is inevitable.

A significant contributing factor to the magnitude of the decimation, however, is the apparent perception in Region 6 of the Forest Service that business can proceed as usual because Congress will continue to rescue the agency through appropriation bill riders. Given the amount of old growth on the Umpqua National Forest, alternatives minimizing the damage could have been formulated had there been the will and direction from the Regional level. The staff, with very few exceptions, is excellent and professional. By the Supervisor's own admission, the Umpqua was ahead of other Forests in timber sale preparation at the outset of this process. With the professional and natural resources available, a far more balanced result could have been achieved.

I recently received correspondence from the Carson National Forest. As a part of the letter head is the following quote from Henry Ford, "Whether you think you can, or think you can't -- you're right!" Unfortunately, in the implementation of the environmental aspect of the Hatfield/Adams legislation, the latter was the operative assumption on the Umpqua National Forest.

Sincerely,

Diana Wales

Diana Wales

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TESTIMONY OF
THE INTERSTATE CONFERENCE ON WATER POLICY

Regarding

USGS FY 1991 APPROPRIATIONS

Submitted for the Record
to the
Subcommittee on Interior and Related Agencies
of the
House Appropriations Committee

March 8, 1990

Testimony of the
Interstate Conference on Water Policy
on
USGS FY 1991 Appropriations

The Interstate Conference on Water Policy (ICWP) is the independent national association of state, interstate and regional water administrators concerned with water quantity and quality management, conservation and development. Since 1959, ICWP has been the voice for state water management concerns, particularly with regard to the relationship between state and federal programs, regulatory authority and information exchange. It is with that background that ICWP offers the following testimony in matters relating to the Fiscal Year 1991 appropriations for the operations of the U.S. Geological Survey, long a partner with state, regional and local water interests.

ICWP supports the Administration funding proposals for the National Water Quality Assessment (NWQA) Program and for expansion of research activities on Global Change Hydrology. These efforts are designed to provide a better understanding of factors which may impact surface and ground water quality through the NWQA Program and the longer term impact on hydrology through Global Change research. These elements are necessary for improved management of the nation's water resources.

At the same time, however, the Administration budget proposal calls for a reduction in the Federal-State Cooperative Program of more than $4.2 million, a situation of grave concern to the members of the Interstate Conference on Water Policy.

This working partnership on an equal cost-share basis has long provided the means for the development of data collection systems, water resources investigations and studies which have immeasurably aided efforts to understand surface and ground water issues. Coupled with the Administration budget reduction, this partnership stands to lose more than $8.5 million in financial support for the national data collection effort and cooperative water resources studies.

Add to that an estimated $3.4 million in fixed costs which will be absorbed in the 1990 and 1991 base program, we are faced with a reduction in the level of commitment to the Federal-State cooperative effort of approximately $11 million for FY1991.

According to the FY1991 budget request, 700 continuous recording streamflow stations would be targeted for shutdown and 40 cooperative water resources studies would be discontinued.

The stream gaging stations are essential for making planning and management decisions involving use, development and conservation of the nation's water resources. They are a key factor in assessing the contribution of ground water to our streams, serve as a working tool in determining drought response activities and are essential to the operation of any meaningful flood warning network.

To amplify still further, the role of these stations in ground water studies entails the development of data necessary for various mathematical modelling techniques which provide a predictive tool for ground water flow and contaminant movement. The maintenance of these stations and an unbroken line of data collection becomes even more important as ground water research activities intensify.

The stream gaging station is also a key element in drought response activities by providing a triggering mechanism for such measures as water use restrictions during periods of extremely low flow.

The record of stream flow, coupled with reservoir storage, ground water levels and precipitation data combine to provide the water manager with the information required to implement a successful drought management plan.

The need for continuous-recording stream gages during flood events is self-evident. With landline and satellite capability, the water resources manager or, in this case, the flood network coordinator, has a real-time view of events along the waterway and rising water levels and is thus able to advise emergency management personnel and affected property owners of changing conditions and flood potential.

It is obvious that we, as water managers, need the data generated by these stations and, as the past record shows, are willing to underwrite our share of the cost involved.

The data base generated by the continuous-recording streamflow stations is also vital to the new initiatives requested by the Administration under the NWQA and Global Change programs. These activities, in our view, are feasible because of the long-term data base which has been generated through the financial assistance of local operators. To bring this activity to a halt in 700 locations at a time when the continuous data takes on a new significance seems illogical.

Another issue regarding the Federal-State Cooperative Program is sequestration of funding under the provisions of the Gramm-Rudman Act. The concern expressed by ICWP during testimony last year became fact during FY1990. However, direct impact on the Cooperative Program was only avoided by programmatic changes by the U.S. Geological Survey which avoided the necessity of sequestration of local funds.

If the inequity in sequestration is not corrected at the earliest opportunity, ICWP believes the Federal-State Cooperative Program could be in serious jeopardy.

To put the matter in context, when sequestration is imposed the Cooperative Program suffers a double impact.

First, the U.S. Geological Survey is required to set aside and hold a stated percentage of budgeted resources and return this sum to the Treasury. Unfortunately for state and local cooperators, funds allocated for payment to USGS for services are considered budgeted resources of the Survey. Therefore, the estimated amount of collections is considered part of the USGS sequestration base.

Because of the 50-50 funding mechanism of the Cooperative Program, it is assumed that state and local cooperators would also reduce their funding share by a similar percentage due to the loss of matching Federal dollars. The impact on the USGS program is therefore two-fold under this scenario.

But the most vexing issue of sequestration involves the funds of state and local cooperators allocated for payment to USGS for services. When sequestration is imposed, the Survey is required to collect those state and local cost-share funds and then lapse them.

This is the inequity which should be corrected at the earliest possible date.

It is the view of ICWP that funding levels recommended in the Administration budget proposal for the Federal-State Cooperative Program are inadequate to meet the needs of the nation's water resources management effort.

ICWP also supports full funding at FY1990 levels for the State Water Resources Research Institutes and National Water Resources Research Grants. These activities provide an opportunity to break new ground in the water resources field at a time when public awareness is reaching an increased level of interest.

It is important to note over the past three years that there has been an erosion of financial support on the Federal side for the Cooperative Program because of the absorption of fixed costs in the base program. To reverse that trend and bring the program to its strength of the 1988 program will require an investment of nearly $64 million.

Without that minimum of financial support for the cooperative program, matched by state and local funds, our mutual commitment to necessary data collection efforts, water resources programs and investigations currently underway will be adversely impacted.

In the broader view, it is with concern that we note a steady decline in Federal financial support for the Cooperative Program since 1980. This decline has occurred during a period in which a greater public awareness has taken place regarding ground water and surface water issues, acid rain, wetlands protection, hazardous waste management, sea level rise and overall concern about the greenhouse effect and others. This awareness on the part of the public and the Congress has come at a time when funding for necessary data collection, investigations and water resources management tools has been curtailed.

HANK BROWN
4th District Colorado

Committee on
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March 20, 1990

The Honorable Sidney R. Yates
Chairman
Subcommittee on Interior
Committee on Appropriations
B308 Rayburn HOB
Washington, D.C. 20515

Dear Chairman Yates:

On behalf of Colorado State University, which is located in my district, I am forwarding the attached testimony to be submitted for the record. Dr. Philip N. Omi was unable to be included among your public hearing witnesses, but would like to go on record as promoting greater federal resources to support research dedicated to the prevention of forest fires.

The threat of severe wildfire damage is of serious concern to Coloradoans. As you will read, Colorado State University believes that money spent on a carefully dedicated research program using sophisticated computer models that would focus on early detection of potential problem areas and mitigate fire threats, will remove the need to spend those billions on fighting fires and rehabilitating damaged property.

Your assistance in including this material in the Subcommittee's hearing record is greatly appreciated.

Sincerely,

Hank Brown
Member of Congress

HB/jac

Colorado State University

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Testimony for the Record
Submitted by Dr. Philip N. Omi
On Behalf of Colorado State University
Department of Forest and Wood Sciences
Submitted to the House Committee on Appropriations
Subcommittee on Interior and Related Agencies
March 1990

Thank you Mr. Chairman and Members of the subcommittee for permitting me to submit my testimony for the record on your proceedings regarding the fiscal year 1991 appropriations to the United States Department of Agriculture Forest Service.

I would like to testify on behalf of increased funding to support research into the understanding, modelling, and prediction of environmental contributors and consequences of wildfire disasters. I recognize the difficulties we face today in finding ways to pay for worthy programs out of limited budgets. However, I believe that money spent on research designed to predict and prevent fires will result in substantial reduction in the billions of dollars spent on fighting fires and rehabilitating damaged property.

Annually, several hundred major wildfires consume over one million acres of forested lands throughout the west. The record of recent disastrous years (for example, Colorado 1989; Yellowstone 1988; California 1987 and 1985; Oregon 1987) illustrates a problem which is increasing in severity and complexity. The budgets and resources of local, state, and federal entities supporting firefighting efforts have been stretched to their limits. We must do all we can to prepare for future fire incidents and improve fire prevention capabilities. This is possible through a carefully dedicated research program using sophisticated computer models that would focus on early detection of potential problem areas, and direct efforts to mitigate fire threats.

Colorado's wildfire problems result from unique interactions among physical and social forces. Physically, the wildland vegetation, continental climate, and steep topography produce a natural habitat for periodic fire outbreaks. Society impinges on the natural fire setting through land uses and management practices which unwittingly may increase fire hazards.

Wildfire problems are accentuated during prolonged droughts. Long, warm, dry summers dessicate wildland biomass, adding to fuel stockpiles which accumulate over time due to insect epidemics and other sources of tree mortality. High winds, widely recognized as the most dangerous problem in firefighting, routinely occur during each fire season.

Human population pressures aggravate the fire situation. Recreationists, home owners, and land developers increase the likelihood of human-caused fire ignitions. Wildland residents and users are often ill-prepared for the inevitable fires and tragic loss of life and property.

The 1988 Yellowstone fires provide dramatic evidence of the flammability of Rocky Mountain forests following prolonged drought. Colorado's high elevation forests are remarkably similar to those in the Greater Yellowstone Area in terms of plant species composition, susceptibility to insects and pathogens, and incidence of dense dog-hair thickets on unmanaged public lands. Additionally, the State's mountain communities and recreational developments (such as ski areas and resorts) will be exposed to substantial risk in the event of large-scale forest fire episodes.

During one afternoon in July, 1989 the Black Tiger fire in Colorado destroyed or damaged 66 homes near Boulder. This fire did not behave atypically as it spread over 2100 acres in a few short hours; rather, this fire is indicative of what will become increasingly commonplace as people continue to build homes in wildland areas.

Colorado and the West are especially susceptible to serious fire outbreaks, due to the continuing drought, hazardous forest fuels, and our annual lightning fire season. Although there is considerable uncertainty as to when future fire disasters will occur, it is only a matter of time before entire communities will be devastated by wildfire. Further, if current climate projections are correct, the continued warming of the earth's atmosphere portends significant increases in future wildfire activity.

Forest fire research in the U.S. has been curtailed severely by budget and personnel cutbacks. Budgets for forest fire research in the U.S. Forest Service are roughly one-third of what would be required to address emerging forest fire problems. Further, the dwindling federal commitment to fire research has handcuffed public agencies attempting to incorporate the latest technological advancements into pre-suppression management activities.

Formal coordination is lacking in terms of a multi-disciplinary, scientific approach to proactive management before wildfires occur. The need for such leadership is especially acute in the western U.S., where most wildfire problems are concentrated. New visions are needed for coordinating forest fire research and management, including synthesis of existing and new technologies, fusion of information from the myriad of fire intelligence sources, and timely dissemination to land managers and affected publics.

A Western Regional Center for Forest Fire Research would greatly assist fire managers in anticipating and responding to emerging fire crises. The western U.S. is literally a powder-keg of wildfire problems waiting to happen. Urban encroachment, increasing utilization of forests for consumptive and non-consumptive uses, and natural susceptibility to fire ignitions complicate management alternatives, but do not negate the need for creative solutions. Consequences of alternative policy and management decisions can be examined through systematic investigation and computer simulation. Preventive measures and post-disaster remedial actions can be analyzed from ecological and socioeconomic perspectives.

Existing research laboratories are limited in their ability to carry out the activities of the proposed western regional center. To their credit, existing laboratories have continued with basic fire behavior and fire effects research, in spite of budgetary and staffing cutbacks. However, these same cutbacks have severely restricted their capability to identify and address fully the complexity of biophysical and socioeconomic impacts from forest fires. The proposed center would enable a concerted, cooperative attack on the West's forest fire problems, using sophisticated, computerized analysis techniques to identify and prioritize problem areas and evaluate the consequences of treatment alternatives.

An integrated, multi-disciplinary team of scientists from government, academic, and private sectors would provide valuable insights through basic data collection, monitoring of environmental change, assessment of disaster effects, and evaluation of proposed treatments. For example, models of climate change and fire effects on multiple resources could be linked together to assess alternative management regimes. A series of "what-if" constructions (analyzed through computer models) would at least inform policy makers of potential consequences and relevant tradeoffs.

In the absence of the proposed research effort, the nation's firefighters doubtless will continue to react to wildfires, using stressful and costly suppression activities. The consequences of this reactive response need to be compared against the benefits of preventive research and management.

Thank you Mr. Chairman for your attention to my remarks. I shall be happy to answer any questions you may have.

NATIONAL
AFRO-AMERICAN
MUSEUM AND
CULTURAL CENTER

WILBERFORCE OFFICE: BOX 578, WILBERFORCE, OHIO 45384 513-376-4944

March 26, 1990

Congressman Sidney Yates, Chair
Interior and Related Agencies
(Arts and Humanities)
Subcommittee on Appropriations
B 308 Rayburn House Office Bldg.
Washington, D.C. 20515

Attn: Ms. Janice Cowan

Dear Congressman Yates:

Pursuant to Public Law 96-430, and as Chair of the Advisory Council for the National Afro-American Museum and Cultural Center, I am submitting written testimony before the Interior and Related Agencies (Arts and Humanities) Subcommittee on Appropriations for consideration of a capital request for Phase II development of the National Center at Wilberforce, Ohio.

Sincerely,

NATIONAL AFRO-AMERICAN MUSEUM AND CULTURAL CENTER

Frank Lomax, III

Frank Lomax, III, Chair
National Museum of Afro-American History and Culture
Planning Council

FL:fb

Attachments

COLUMBUS OFFICE: OHIO HISTORICAL CENTER, 1985 VELMA AVENUE, COLUMBUS, OHIO 43211 614-297-2381

TESTIMONY BEFORE THE INTERIOR AND RELATED AGENCIES
(Arts and Humanities)
SUBCOMMITTEE ON APPROPRIATIONS

by
Frank Lomax, III, Chair
National Afro-American Museum and Cultural Center
Advisory Planning Council
March 26, 1990

I am Frank Lomax, Executive Vice President of the National Urban League and Chair of the Advisory Planning Council of the National Afro-American Museum. I would like to place before the Interior and Related Agencies (Arts and Humanities) Subcommittee on Appropriations an appropriation request in the amount of 24.5 million dollars to be provided in the Fiscal Year 1991 budget. This amount is for the second phase of planned construction for the National Afro-American Museum and Cultural Center (National Center for the Study of Afro-American History and Culture) at Wilberforce, Ohio.

The history of Congressional consideration of the National Afro-American Museum dates back to 1970 when Clarence Brown, then representing the 7th Congressional District of Ohio, introduced legislation to establish, by act of Congress, a National Afro-American Museum in Wilberforce, Ohio. In 1976, Congress passed legislation (Public Law 94-518) directing the Secretary of the Interior to prepare a feasibility study for a National Museum of Afro-American History and Culture at or near Wilberforce, Ohio. The result of the two-year study found Wilberforce a suitable site for a National Museum. With the enactment of Public Law 96-430 in 1980, Congress provided the legislative vehicle for the creation of the Museum and for receiving congressionally appropriated funds to support its establishment and operation.

Interwoven through this chronology of federal legislation is a separate record of action taken by the State of Ohio in support of the development of the Center at Wilberforce. In 1972, the State - demonstrating its determination to be a leader and full partner with the federal government - enacted legislation which authorized expenditures in support of the creation of a National Afro-American Museum at Wilberforce. In sections 149.302 and 149.303 of the Ohio Revised Code, the State made provision for the Ohio Historical Society's establishment and oversight of a National Museum of Afro-American History and Culture at Wilberforce. This legislation also provided for the creation of the National Museum of Afro-American History and Culture Planning Council. This body was charged with on-going consultation with the State's Historical Society for the purposes of advising the Society in the performance of its duties pursuant to the establishment and operation of the Museum and Center. In 1983, sections 149.302 and 149.303 of Ohio law was revised to direct the State's Historical Society to "convey title to the Museum and its contents to a private non-profit organization which shall operate and maintain the Museum." The Ohio Code anticipates increased federal involvement in the establishment of the Museum's permanent governing body.

Since 1976, the State of Ohio has appropriated $14,000,000 for the National Afro-American Museum. The original 88-acre site of Wilberforce University (founded 1856) was purchased as the site for the Museum in 1982 at a cost of just under $670,000. Architectural and engineering firms were employed and a master plan developed for a 240,000 square foot facility. The facility was planned for construction in four phases. Phase One, which includes 35,000 square feet of exhibit and public space, was completed and opened in the Spring of 1988.

Ohio currently provides the Museum $937,600 in operating dollars. In less than two years, the Museum has developed one of the largest collections of Afro-American materials: over 4,000 artifacts, 350 manuscript collections (83 linear feet), and thousands of photographs have been donated to the Museum by over 700 individuals nationwide. Over 65,000 visitors have enjoyed the Museum and its exhibits since April, 1988.

I submit written testimony to solicit federal support for the Second Phase of construction at Wilberforce. Congressional support at this critical juncture is imperative. Phase II of the Museum must be constructed if the charge of Public Law 96-430 is to be met; and Ohio has gone as far as it is able without a tangible show of support at the federal level. It is only with the completion of Phase II that the National Museum at Wilberforce will become a fully functional Museum. Phase II encompasses approximately 90,000 square feet of space, including the exhibit fabrication, photographic, conservation, and other shop areas essential to enable us to fulfill our congressional mandate as a National Center for the Study of Afro-American History and Culture.

A primary goal of the National Center is to train minorities as museum professionals to meet an ever growing demand for trained personnel by the 5,500 museums in the United States. The current number of minority museum professionals is small. The completion of Phase II will allow the Museum to assume its role as a National Center for training minorities to enter the museum profession. These individuals will find opportunities for employment at the Smithsonian Institution, National Park Service and other public and private institutions. The setting at Wilberforce, adjacent to two historically black universities, is ideal for this mission, and the administration and faculties of Central State and Wilberforce Universities have long pledged support of this goal. Phase II construction at the National Museum, however, is a pre-requisite to this Museum Studies Program.

In summary, it has taken over twenty years to come to this point - a state-of-the-art first phase. The original plan for a federal-state partnership has progressed thus far with Ohio bearing the financial responsibility almost exclusively. The Ohio General Assembly has altered the state legislation to provide for the Center to be owned and governed by whatever National Board is developed with the assistance of Congress. This action was taken in Ohio with the understanding based on Public Law 96-430 that Congress would begin to provide financial support for the National Center. We urge an appropriation of 24.5 million dollars in fiscal year 1991 for Phase II development to serve as a catalyst for additional state and private support to realize fully the expectations and dreams of the 96th Congress.

○

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